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ABSTRACT

This is the first of two volumes of written testimony presented to the National Commission on Libraries and Information Science (NCLIS) at its Mid-Atlantic States Regional Hearing held May 21, 1975 at Philadelphia, Pennsylvania. Statements are provided by public, academic, research, special, regional, state, and school librarians, as well as by information scientists, congressmen, educators, and officials of associations, library schools, commercial information services, and state and local governments. The majority of the testimony is in response to the second draft report of NCLIS and touches upon such subjects as the national program, networks, the need for funding, reaching the non-user, the role of the library, information and referral services, standards, bibliographic control, the role of government at all levels, education of librarians, information needs, new technology, services to children, library cooperation and shared resources, categorical aid programs, copyright and copying, the White House conference, and the role of Library of Congress. Witnesses represent the states of Pennsylvania, New Jersey, New York, Delaware, Maryland, and West Virginia, as well as the District of Columbia. (LS)

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NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Mid-Atlantic States Regional Hearing

Philadelphia, Pennsylvania

May 21, 1975. Volume One.

Scheduled Witnesses.

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IR 002 416

NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Schedule of Hearings

21 May 1975
Sheraton Hotel
Pennsylvania Ballroom West
1725 Kennedy Boulevard
Philadelphia, Pennsylvania

8:00 a.m. - Richard De Gennaro
Director of Libraries
University of Pennsylvania
Philadelphia, Pennsylvania

8:15 a.m. - Eugene P. Kennedy
Dean of Libraries
New York University
New York, New York

8:30 a.m. - Milton S. Byam
Director
Queensborough Public Library
Jamaica, New York

8:45 a.m. - William I. Bunnell
Vice President/President Elect
New Jersey Library Association
Dover, New Jersey

9:00 a.m. - Ms. Ann Calvert & Suzanne S. Brotman
Graduate School of Library Science
Drexel University
Philadelphia, Pennsylvania

9:15 a.m. - Charles T. Meadow
Graduate School of Library Science
Drexel University
Philadelphia, Pennsulvania
9:30 a.m. Open
9:45 a.m. - Alice Dulany Ball
Executive Director
The United States Book Exchange, Inc.
Washington, D.C.

10:00 a.m. -*John M. Dawson
Director of Libraries
University of Delaware
Newark, Delaware

*Oral testimony only

10:15 a.m. - Roger McDonough
Director
New Jersey
State Library
Trenton, N.J.

10:30 a.m. - Ernest E. Doerschuk
State Librarian
Harrisburg, Pa.

11:00 - 1:00 Public
Testimony

1:00 p.m. - George R. Harrod
Deputy Director of
Personnel
Government of the
District of Columbia
Washington, D.C.

1:15 p.m. - Jean Hopper
The Gray Panthers
Philadelphia, Pa.

1:30 p.m. - Phyllis S. Larson
Chairman
Citizens for Libraries
Media, Pa.

1:45 p.m. - David R. Bender
Assistant Director
Div. of Library
Development and
Services
Maryland State
Department of
Education
Baltimore, Md.

2:00 p.m. - Patrick R. Penland
Graduate School of
Library and Information
Sciences
University of Pittsburgh
Pittsburgh, Pennsylvania

2:15 p.m. - Lois F. Lunin
Program Director
The Johns Hopkins Univ.
Baltimore, Maryland

2:30 p.m. - Eleanor Este Campion
Director
Union Library Catalogue
of Pennsylvania
Philadelphia, Pennsylvania

2:45 p.m. - Robert H. Muller
Chief Librarian
Queens College
Flushing, New York

3:00 p.m. - Earl M. Coleman
President
Plenum Publishing Corp.
New York, New York

3:15 p.m. - Samuel Douglas
Director
New Castle County Library Dept.
Wilmington, Delaware

3:30 p.m. - Lottie M. Wright
Director
Library and Media Services
Division
The Federal City College
Washington, D.C.

3:45 p.m. - Charles H. Ness
President
Pennsylvania Library Association

4:00 p.m. Open

4:15 p.m. - Jack S. Ellenberger
Covington & Burling
Washington, D.C.
Represented by
Jane Hammond of AALL

4:30 p.m. - Marjorie A. Fletcher
Philadelphia Chapter
of the Special Libraries
Association

4:45 p.m. - Keith Doms and
James A. Montgomery, Jr.
The Free Library of
Philadelphia
Philadelphia, Pa.

5:00 p.m. - James B. Adler
President
Congressional Information
Service
Washington, D.C.

5:15 p.m. - Lawrence H. Berul
Executive Vice President
Aspen Systems Corp.
Rockville, Maryland

5:30 p.m. - Nettie B. Taylor
Assistant State
Superintendent for
Libraries
Maryland State
Department of
Education
Baltimore, Maryland

pennsylvania library association

Statement of the Pennsylvania Library Association regarding the Report of the National Commission on Libraries and Information Science

The Pennsylvania Library Association endorses the goal of the National Commission—

> to provide any individual in the U. S. with equal opportunity of access to that part of the total information resources which will satisfy his education, working, cultural and leisure needs and interests, regardless of the individual's location, social or physical condition, or level of intellectual achievement

and the two major objectives toward attaining this goal—

> to strengthen, develop or create, when needed, human and material resources which are supportive of high quality library and information services,
>
> and
>
> to tie together the library and information facilities in the country through a shared communication system based on a framework of local, state and federal networks interconnected according to a unified plan and common standards.

Pennsylvania libraries already recognize that efficient and economical library and information services for our citizens depend upon an effective national library network if we are to avoid costly duplication of resources and services, and significant gaps in these services. Our recently published Master Plan Report now under review by the State's libraries and librarians recognizes the need for a statewide system to correspond with the interstate network proposed by the National Commission's draft. To quote the Master Plan (pt. 12, p. 24)—

It is our concern that the library development within Pennsylvania be in harmony with national and regional goals. The growth nationally of information networks and delivery systems makes possible the sharing of national resources. Library services within the State must be developed in such a way as to take advantage of these systems and to insure that the State participates in their development and control. Networks should be designed to remove barriers to user's access to library resources and services.

We further recognize that the national program considers states as essential building blocks in the national information system, and that one of its objectives is to strengthen statewide resources and systems.

As a state association, we are particularly concerned with the role of statewide resources and systems in the NCLIS plan, and will address the remainder of our testimony to this concern.

1. Funding.

The national program statement declares that the program "[rests] on the understanding that the Federal Government would fund those aspects of the national program that are of common concern nationally in return for a commitment on the part of the states to accept, in cooperation with the local governments, a fair share of the responsibility of funding libraries within their own jurisdiction." Further, the draft states that "the state government would accept the major share of the cost of coordinating and of supporting the intrastate components of the network as well as the cost of participating in multi-state planning operations." It is clear that fair share is a major share; therefore, we question the practicality of shifting to the states funding responsibilities for all library activities not under the Federal umbrella. Two categories of costs are given: developing and operating; however, the draft is unclear in its references to costs. It would appear that the intent is for states to assume operating costs, with some Federal assistance for bringing state and local collections and services up to standard. The draft contains no estimate of the cost of either developing or operating the national program. Our ideals of services are unattainable goals if not accompanied by sufficient financing.

2. Priorities for Network Development.

Limited funding will be a certain reality, and selection among your objectives is a certain requirement. What will our priorities be in selecting phases for funding? Since the national system is based on the proficiency of and strength of the state system, it seems essential that first priorities be given to the states to assist them to attain minimum requirements with respect to materials, service and staffing. Given the realities of Pennsylvania's financial condition, we doubt that the State can develop and implement its internal system by itself. We are going to need Federal aid.

3. Configurations of State Networks.

We wish to emphasize the need for flexibility in the national plan in recognizing a variety of networking patterns in the states. Just as the national network would not be Federally operated nor monolithic in structure, neither is a state network necessarily monolithic or state-operated but may be a framework of relationships between functional networks and state agencies interconnected according to a unified plan. Pennsylvania has several branches of network development. Some are with State agencies and the public libraries district center system, others through consortia like the Pittsburgh Regional Library Center and PALINET. Care must be exercised in developing Federal partnerships and distributing Federal funding to assure the coordination of these developments within a state to avoid jealousies and unhealthy competition. The library user is always the loser in such controversies.

4. Evidence of Need for a National Network.

Although our experience tells us we need a coordinated national program, and that improvements in library and information services are vital to our citizens, we doubt that the National Commission's program statement will be persuasive in convincing legislators to change legislation and vote funding to support these improvements. The Commission's conclusion, following its consultation with many individuals and groups representing different constituencies, that "most people feel some dependence on the availability of accurate and useful information" may have little impact on the individual legislator. He wants to know: "What do my constituents need?" Libraries will be called upon to demonstrate that need, and to assist their users to support their needs. Facts and figures on the levels of service, the served and the unserved, are part of the arsenal required for legislative action. We recognize that population surveys and documentation of users needs on a national level is perhaps beyond the Commission's reach (although a poll administered by a national surveying concern does not seem impossible); however, we urge the Commission to release any documentation it has to support its statements, and to provide guidance to state and local libraries in documenting these needs and participating in effective legislative campaigns.

5. Definition of the Roles of the National Commission and its State Affiliates.

The draft does not describe the assignment and coordination of responsibilities between the Commission and its state affiliates, but leaves these roles undefined. Such definitions should cover the evolution of standards and criteria for evaluations of the effectiveness of the Federal and state networks. These responsibilities should be determined quite soon if we are to avoid confusion, and conflicts of interest.

In conclusion, the Pennsylvania Library Association would like to express its appreciation to the Commission for the development of the national program document, and this opportunity to receive our suggestions and constructive criticisms to refine the proposal.

Thank you.

Charles H. Ness
President
Pennsylvania Library Association

April 17, 1975

Testimony to the National Commission on Libraries and Information Science

Submitted by:

Dr. Susan Artandi, Professor
Rutgers University, New Brunswick, N.J.

April 16, 1975

The National Program for Library and Information Services places considerable emphasis on the importantance of information and on the need to make information resources widely accessible through an effective identification, location and distribution system. The National Commission on Libraries and Information Science is deeply committed to direct its major efforts toward the objectives of planning a nationwide program for better, faster and more effective library and information services.

Orientation toward effective resource organization and resource sharing is highly justified and has been of considerable interest to the information community as a whole. Indeed, a great deal of research in information science relates to the study of the variety of problems whose solution is essential to the implementation of these objectives. Implicit in this work is the belief that information is a "good thing", something that individuals and organizations should benefit from. In the Commission's 1972-73 Annual Report information is described as a survival commodity and there is good reason to believe that it is increasingly becoming just that.

While the Commission's interest in the general objective of making information available to more people more easily is useful and valid, it is an incomplete objective that will lead to partial solutions only.

Provision of access to information on the basis of the perceived information needs of various user groups does not guarantee that the information sources will in fact be accessed. Information is sought only if its value is fully appreciated, otherwise, even information that is superbly organized for easy access will not be fully utilized.

Of equal important to making information resources available is to direct efforts toward the development of an awareness of the utility of information. It is essential that the individual learns to appreciate his own increasingly sophisticated information needs to function and perhaps even to survive in today's socially and technologically complex society.

It is proposed that along with its commitment to effective information resource organization the Commission should develop and support programs whose objectives relate to the individual's understanding of the utility of information. An appreciation of the difference information can make in a variety of situations is a prerequisite to seeking it.

A Reaction to the 2nd Draft Report of the National Commission on Libraries and Information Science

Edwin Beckerman
Library Director
Free Public Library of Woodbridge
Woodbridge, New Jersey

The vision of a coordinated effort to achieve a cohesive system of library services on a nationwide basis, as reflected in A National Program for Library and Information Services, 2nd. Draft (Rev.), is lucid, comprehensive, and represents a great step forward in the Commission's deliberations. The program outlined offers a systematic approach to the twin problems of generating needed resources which do not now exist, and of coordinating both new and existing resources systematically. It says what many in our separate areas of the field of information have been saying and thinking for many years but it draws our often random thoughts together by focusing on total nationwide needs and possible solutions. It addresses itself to major problem areas, and frames a response in terms of a broad program of nationwide objectives. In effect, it proposes an admirable agenda for future deliberation, and I believe provides a frame of reference within which future dialogue can effectively proceed. It is within this framework of general acceptance of the objectives outlined that I would like to frame my own response.

The 2nd. Draft Report outlines 8 program objectives sketching in the broad goals of the national effort. The report further outlines a series of major federal responsibilities among which is noted the responsibility for supporting research and development. It would appear to me crucial to recognize that the achievement of program objectives is directly related to an intensive research effort designed not only to validate the use of technology in system development, but to provide basic information regarding library users and non-users on the one hand and institutions and systems on the other designed to serve both the general public and special publics noted in the program objectives.

It has always struck me as a curious paradox that those whose business it is to provide information have themselves had such inadequate information concerning their own discipline. It is perhaps true that librarians have been slow in accepting the use of new technology, and perhaps in responding positively to the development of new organizational structures designed to more effectively serve the public, but if this is true, this kind of reaction is at least understandable in view of inadequate measurement and evaluation systems applied to these new developments. The design of evaluative mechanisims to better enable us to validate results is a continuing need in the library field, and this development is premised on a more substantial research effort than has been possible thus far.

The 2nd. Draft Report, quite properly, from my point of view, indicates the continuing need for federal funding to "ensure that basic minimums of library and information services adequate to meet the needs of all local communities are satisfied." This general objective is obviously intended to provide a general goal which would be further refined at some later point by the development of guidelines, pointing the program in specific directions. (Possible criteria for the receipt of federal funds are included in the report). In this connection, I would like to offer some brief observations:

1. Federal library assistance on the local and state level must obviously be limited, recognizing that library service within a state should remain primarily a state and local responsibility.

2. Federal categorical aid to libraries is required as a continuing element in the local funding picture, if public libraries are to have any hope of serving their own publics, or participating effectively in regional and national networks. Given the proportion of the tax dollar collected by the federal government, by state governments, and the percentage of the local tax dollar utilized for support of local school systems, there is no question in my mind that public libraries require direct federal assistance if an effective nationwide system of library services is to be developed and maintained.

I note specifically in the Draft Report the following as one possible criteria for receipt of federal assistance:

> "Provide assurance that programs begun with federal funds will be sustained by the recipient for at least several years."

The above statement reflects much of the thinking that has characterized many of our programs in the past. It involves a concept that I reject. What is needed is a continuing partnership involving federal participation, not a sporadic injection of federal funds into already overloaded systems. This is not intended as any blanket endorsement of existing priorities or systems but merely to suggest that most libraries already have more legitimate tasks than they are capable of discharging effectively.

NEW DIRECTIONS FOR PUBLIC LIBRARIANSHIP

BY

MURRAY L. BOB

Waiving, for the moment any question as to the desirability of pursuing "the tradition of the new", let us consider what new directions are pursuable for public libraries.

1. A very traditional direction, which may yet be approached in an untraditional way is that of extension. The old way, was to establish new library outlets in rural areas, areas of dispersed population, suburbs and exurbs--or to reach these areas by way of the bookmobile. The "new direction" is to seek out those who are unreached within areas nominally considered served. The generic name for this approach is outreach. Those reached include: the institutionalized and the physically, culturally, linguistically, economically, disadvantaged. Simply stated--those the library does not usually serve: The ones who are "too old", "too young", "too difficult", "too poor", "too disturbed", the illiterate, the blind, etc. The total numbers of those "beyond the pale" actually may equal, if they do not exceed, those within the sacred grove. If public libraries serve from 1/5 to 1/3 of the population--clearly there is much remaining to do.

   The emplacement of libraries in institutions, prisons, nursing homes, hospitals--an old idea, never, until very recently, vigorously pursued, needs renewal. Access to convenient free public library service--not as a matter of charity, but as a matter of legal right; with a concomitant governmental responsibility for the provision of funds therefore, must be established in law and implemented in fact.

Will it fragment library service? Will having a library outlet, deposit station and book mail service in every state, county and city residential institution, on every Indian Reservation, in every migrant camp, result in a proliferation of inadequate libraries--or libraries in name only? It might--but if the risk is not taken, these people will remain deprived.

Obviously the best way would be to get the funds first and then establish the outlets. But if we want to do things the best way, some things won't get done--for precisely those people who need library service the most. So: If we can't get the funds first, let's establish the outlets first, build a constituency for them and let the constituency holler for funds. The users may be more effective in getting support than librarians and library boards are. It's unfortunate, but nonetheless true, that if rioting prisoners hadn't demanded decent prison library service over and over again, we wouldn't even have the modest beginnings we now have of prison library service. Sensitive, enlightened, government responds to need; but sensitive, enlightened, government is relatively rare; however, even insensitive, unenlightened government which pays no attention to surveys, commission reports, etc., will respond, it seems, to demonstrations, petitions and the like from mobilized constituencies.

2. To reach those not usually touched by the traditional library, one needs both untraditional means and untraditional materials. The latter involves the uses of things subsumed under the rubric "audio-visual". The library not only reaches the functional non-reader, as well as the illiterate (whose numbers may, in fact, be growing) through such means; but in collecting, selecting, preserving, cataloging and classifying these materials the library makes itself responsible for the

mode of communication which is, specifica differentia, the mode characteristic of the age in which we live. For the 20th Century "speaks: through the medium of film. However much mass culture may be deplored, it is clearly there--and overwhelming. If treated with contempt, it will be contemptible; if treated with discernment, it may (or part of it may) be discerning.

What of untraditional means? Once again, one may think in terms of outreach: If we think of people coming to the library--we continue (and indeed no matter how we think--we must anyway continue) to think in terms of building new libraries, enlarging and re-equipping old libraries, adding mobiles--all places or things that people can come to. But, if we think of reaching out to people...then we must consider the emplacement of "libraries" where people already are. Where people, in great numbers, already are (schools aside) is in the workplace.

The experiments being conducted by Scandinavian public libraries in the emplacement of libraries in factories and offices should be watched closely. Since many people never step into a library past school graduation and many associate libraries with unpleasant experiences in the mill of compulsory education--we should try to bring the library to them. Marcuse somewhere wrote about the common prejudice that intellectual pursuits are not joyous. A certain crude Freudianism which sees the mind as nothing more than a sublimate for another organ, provides a "high-toned" justification for an attitude obviously of material benefit to the consumer goods industries. For, while reading and the reflection and/or dialogue that should flow therefrom won't make many people many bucks, it can make many people happy. Freud himself, obviously, was a thinker and there is a fairly solid body of opinion dating at least back to Plato that the pleasures of the mind are, at least, pleasures. Perhaps such pleasures are and always will be caviar to the general, or perhaps they always will be caviar in a class society...but so long as we are not absolutely sure about that, we should struggle obdurately against the obduracy of anti-intellectualism. Eighty million people work in America--let us bring libraries to their workplaces--so they can at least try reading for pleasure.

3. Libraries are often taxed, fairly or unfairly, with being essentially passive institutions. Not only do they wait for patrons to come to them, instead of seeking patrons out...but they "merely" collect and classify materials, instead of producing them. Waiving, for the moment, the question of whether the accusation is just or unjust, is there something that libraries ought to be and can be doing in this regard? There is, it would seem, an unmet responsibility here, and it relates to the traditional concept of the library as the free marketplace of ideas. If libraries are to be free marketplaces of ideas, it isn't only required that they be free of self-censorship, pre-censorship and external censorship--it is also necessary that they have a genuine diversity of ideas to market. However, the media of communications are monopoly controlled; the mass media, in print and non-print forms, obviously so--but even the so-called class media have their problems. On the one hand there is extraordinarily high mortality rate of independent journals of opinion and, on the other hand, there is the fact that many of the surviving independent journals are not really that

independent: They are often attached to institutions of higher learning and exist to display the intellectual wares of those institutions or to provide a vehicle in which "publish or perish" may flourish. And, as a result, their essays are often replete with a very gratuitous and very creaky scholarly apparatus; moreover, they are contributed to, over and over again, by a tiny coterie of the same intellectuals. In effect, I am saying (there is no space to prove, but it is empirically demonstrable) that many of the open, independent journals are really quite restrictive and closed and exhibit their own (highly polished, to be sure) orthodoxies. Libraries can help increase the commerce in ideas by making the means available for the decentralization of opinion, thought, art, communication. This they would do by freely lending or allowing to be used in the library, at no cost, small printing presses, cameras for filming, tape recorders for recording--duplicators of all kinds for duplicating of all kinds. There are many who could and would express themselves, in all modes of communication, if they had the means. I am not talking of duplication which infringes on copyright--duplication of what is already published. I am talking about the duplication of the works of "Mute Miltons"; of making the presses available at no cost to organizations and individuals of every kind. The right of free speech--means little if people outside of immediate earshot can't hear, read, view, that speech. The means to disseminate and to decentralize opinion is one of the overiding needs in our monopolized mass media culture.

4. If we wanted to be opportunists we could say: In the same measure as the federal government is withdrawing support from public libraries, it is providing support to arts institutions. Q.E.D. let libraries become arts institutions. Museums and public libraries are sister cultural entities. Unlike schools, both are non-compulsory and derive from private, association, philanthropic sources (the museums of course still largely depend on these); both are free (although museums, unfortunately, are beginning to charge admission); both are governed by non-professional lay authorities; both are largely a-political or non-political (although arts advocacy is catching on).

That would be opportunistic and therefore wrong. Or, would it? It would be wrong if that were the only reason for libraries to get into the cultural bag, i.e., if they jumped on the horse simply because it was the only one going around the track. But there is much more involved than going where the money is--although it is foolish to deny that this is a strong determinant.

Item: In rural areas and in small towns of, say, under 30,000 population (not graced by the presence of a college) or in new suburbs--there is virtually no way to support a multiplicity of cultural institutions: and even if there were, the economic results might be wasteful and the cultural results thin. Therefore, a single "maison de la culture" might indeed make sense. The libraries with their tradition of tax support are the logical recipients of additional public funds for additional cultural purposes. If the library doesn't provide same, the people will be deprived of same. Of course, if the library is going to maintain an art gallery--performing arts auditorium, it has to be staffed not only by librarians, but by curator "impressario" types too. Can the profession, made up in part of introverted print fanatics, digest the rich diet of extroverted video-freaks? Tune in tomorrow and find out.

Item: In the big cities, big culture often costs a big bundle. The Metropolitan Opera is caviar for the general, if for no other reason than that their cheapest seat is $9.50--and really good seats are $20.00. And anyway, there aren't that many seats altogether and the opera season keeps getting shorter as the funds go less and less far in the face of inflation. Excuse me, but giving public funds to support an institution that most of the public can't possibly use because of high prices--is--well, it's "interesting" to say the least.

Q.E.D. if the big performers and the big museums were to get public funds (which they will anyway, given their influential boards of trustees) only on condition that they perform at no charge outside of the big houses, i.e., in branch libraries--or in libraries in the sticks--then everything would be kosher. In New York State, this is beginning to happen anyway with the Affiliated Artists program, Creative Arts program and other New York State Council on the Arts offshoots, grafts, mutants, etc. But libraries have got to get themselves together to be part of this.

I can hear it already!--Won't our traditional services flounder if we go into this? Won't we spread ourselves too thin? In Ira Gershwin's immortal prose: "It ain't necessarily so." Since there is money in and for the arts--libraries should unabashedly lop off chunks of it for themselves: to build film and other AV collections; run modest museums (with local and traveling exhibits); allow virtuosi to perform in the intimate setting of a small library auditoria, etc. Who knows, the exposure to the live arts might even improve the 700's collection in the libraries!

5. Libraries as anti-anomic structures. Here are two ideas very freely adapted from the writings of Ivan Illich which may be worth consideration by public libraries: The library as intermediary for the free exchange of skills and for the free exchange of ideas. A skill exchange might, very broadly, work as follows: Some one knows how to carpenter; some one else wants to know how to carpenter. The library puts the two in touch with each other. Everyone can learn something (s); everyone can teach something (s). Sometimes you can't find those skills taught in formal institutions of learning that you need; or your needs can get lost in a big class; or the class is at an inconvenient time; or costs too much, etc. There are, believe it or not, people who would love to teach other people for the sheer pleasure of teaching, or for the sheer pleasure of teaching on a one to one basis, in a totally informal setting. And there are some people who can only learn in a totally informal, i.e., non-school setting. That happens, in my opinion, to be one reason for the much discussed failure of schools to teach some youngsters. Such non-learners might learn in a master-apprentice setting or some other one-to-one basis. The library could match would-be teachers and would-be learners and provide (plus the print--non-print materials) the place for them to meet and/or learn.

Even more elementary: Haven't you ever read an interesting book and wished you could discuss it with some one else who had read it?

Couldn't the library put you in touch with other interested readers, who had indicated a previous willingness to meet and discuss with other individuals who had read, seen or heard the same library materials? Having read and been interested in the same book means these two strangers have something in common. How many pleasures in life are equal to or exceed the meeting of congenial people? Naturally, the library would not violate the privacy of readers: only those people who want to "risk" making new friends need participate--and--to de-risk the situation even further--they might meet in the (presumably)safe library.

The ubiquitous free tax-supported public library is one of the happiest (and one of the only) of America's social or institutional inventions. As a free, non-compulsory, publicly supported, lay controlled institution, it is potentially the most radical of social devices (all appearances to the contrary, notwithstanding). It, above all other institutions, should innovate. It should be open not only to all people, but all ideas, all media, all communicators, all communicants. It is an idea whose time has time, but also an idea whose time is continually becoming. With Hegel we may say its being is becoming.

Postscript: Heavens, I just re-read the above--and realized that there is really nothing new in these "new directions". But then having been taught at a tender age that matter and energy can neither be created nor destroyed--but only transformed, I've always had difficulty finding any idea or thing genuinely new. I find only combinations and recombinations of old ideas, new emphases, the re-discovery of the old in a new context, etc. It may therefore not be "new" directions that we need or can indeed uncover--but a renewed emphasis on some rather old directions: the library as a genuinely popular, i.e., people's (the mass of people) institution--freely providing all that is necessary--except the motivation--for those who would educate themselves. Originality is not really the search for the new, rather, it means going back to origins, going back to roots. If libraries seek new directions, they must return to the old goal--that of service to all the people.

Murray L. Bob
Director
Chautauqua-Cattaraugus Library System
Jamestown, New York

TREDYFFRIN PUBLIC LIBRARY

443 Upper Gulph Road
Strafford-Wayne, Pa. 19087
Telephone (215) NI 4-9029

April 17, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

Thank you for your letter and reports of the National Commission on Libraries and Information Science. I believe the National Program for Library and Information Services can provide the framework for a new level of library service in the United States, and my support of the program in general is whole-hearted.

The program, if enacted, could help to break the cycle of low expectations - inadequate service - poor financial support etc. which has slowed the development of libraries for many years.

Basic to the improvement of library service is funding, and I have read with interest the recommendations of the Government Studies and Systems report. A mix of sources is probably a good idea, with funds to be apportioned on a per capita basis rather than as "matching funds." On the federal level, an aggressive political effort would be needed to ensure sustained support, with an unapologetic public relations effort backing it up. On the state level, perhaps even greater effort will be required. The leadership of the N.C.L.I.S. is essential - without a clearly presented rationale and broad base of support, the plan could get lost in a welter of other pleas for support by various interest groups.

Whatever plan is finally devised, I hope that it will emphasize service and de-emphasize "bureaucratization." Any new levels of administration should be closely examined before being instituted: only those which are really necessary should be added.

In addition, unnecessary authorizations and reports, clearances and impact statements should be avoided. These impedimenta seem to become ends in themselves, and transform many valid projects into a mammoth welter of red tape. Accountability is essential, but it should be kept within reasonable bounds.

The promotion of a National Program for Library and Information Services also presents an opportunity to solve several related issues. One is the problem of postal rates, which penalize the efficient library which communicates with its users. Since many libraries use the mails to send overdue notices and reserve notices, would it be possible to request a special rate for libraries? Perhaps this question could be explored.

A MEMBER OF THE CHESTER COUNTY LIBRARY DISTRICT

Another great problem facing libraries and information centers is the demand on the part of publishers to work out a system of reimbursal for photocopying and other duplicating services. I believe it would be short-sighted of the library profession to oppose point-blank a fair method of compensation to individuals and publishers whose work is put to special uses.

I appreciate this opportunity to submit testimony, and look forward to the hearing in Philadelphia on May 21.

Yours truly,

Marian S. Boben

Marian S. Boben
Librarian

Haverford College
THE LIBRARY
HAVERFORD, PA 19041 215-649-9600

April 29, 1975

Frederick H. Burkhardt
National Commission on Libraries & Information Science
Suite 601
1717 K Street
Washington, D.C. 20036

Dear Mr. Burkhardt:

Your letter addressed to President John Coleman, inviting him to submit written testimony prior to your Mid-Atlantic States meetings on May 21, 1975, was turned over to me for reply.

In turn, I have taken up your letter with the heads of the libraries of Bryn Mawr College and Swarthmore College, and we feel there is one matter we would like to support as your commission gathers information.

We have been increasingly disturbed by the fact that libraries are beginning to charge for interlibrary loan service. While it is understandable that libraries facing financial difficulties are looking for ways to obtain more funds, it seems to us that to begin to charge for interlibrary loans is a self-defeating action.

As library funds are depleted, we must turn more and more to interlibrary loans as a means of supplementing our own collections. To put fiscal limits on this exchange of materials is to compound the difficulties rather than to modify them.

Furthermore, because libraries feel diffident about charging for interlibrary loans, the fees currently levied do not come close to covering actual costs. At present, such bills only complicate the whole procedure, for it often costs the institution as much to process the bill and make out a check as the original fee. (The charges are running from $1.50 to $4.00.)

PROPOSAL FOR YOUR COMMISSION: We would like to propose that the Federal Government initiate a policy of remunerating libraries for the interlibrary loan service they provide during a stated period of time. We would propose that the number of items borrowed be subtracted from the number of items lent, and that a payment be made to those who lend more than they borrow.

We realize that this means that the larger libraries would be getting the money, but it would be the smaller libraries which benefited from the program. It is likely that the remuneration from the federal grant would not cover costs, but it would make a contribution to the cost, and eliminate efforts to collect direct fees from the borrowers.

If this proposal has any merit, we hope it can be taken up and considered further.

Sincerely,

Ed B. Bronner

Edwin B. Bronner
Librarian, Haverford College

Richard L. Press

Richard L. Press
Director of Libraries
Swarthmore College

James Tanis

James Tanis
Director of Libraries
Bryn Mawr College

CLA

The
CATHOLIC LIBRARY ASSOCIATION

461 W. Lancaster Avenue
Haverford, Pennsylvania 19041
Official Journal: The Catholic Library World
(215) MI 9-5250

RECEIVED
APR [illegible]
N.C.L.I.S.

April 22, 1975

Mr. Frederick H. Burkhardt
Chairman
NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE
Suite 601
1717 K Street N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt,

Thank you for the opportunity to comment on library and information service needs as I see them.

I am particularly concerned with the library needs in institutions such as correctional institutions and detention centers. Within the past two years both the ACA and AHIL have formed a joint committee to produce Library Standards for Adult Correctional Institutions and for Juvenile Correctional Institutions. In addition, a national survey of correctional institution library services was completed in January, 1975. The survey confirms the need for such services and the Standards call for effective programs in library and information services.

There is an immediate need to publicize and implement the Standards and it is here that I see a role for the National Commission. I would propose that a qualified and experienced prison librarian be identified in each of the ten Federal Regions established in preparation for the White House Conference on Library and Information Services. This would insure a place for prison library services and the agenda in State conferences and also at the White House Conference.

I believe you have enunciated the total needs of the public very explicitly in the report.

I sincerely hope that your Committee will emphasize the library needs for the prison society and that the needed exposure will bring about solid and realistic services in this area.

Sincerely,

John Corrigan

John Corrigan, C.F.X.
Assistant to the Executive Director
and
Editor, Catholic Library World

JC/rw

ERIC PROCESSING AND REFERENCE FACILITY
4833 RUGBY AVENUE, SUITE 303, BETHESDA, MARYLAND 20014 • (301) 656-9723
OPERATED FOR THE NATIONAL INSTITUTE OF EDUCATION *by* Operations Research, Inc., Information Systems Division

April 17, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and Information Science
1717 K Street, Suite 601
Washington, D. C. 20036

Dear Mr. Burkhardt:

The Commission's invitation to submit written testimony for its Mid-Atlantic States Regional Hearing is very gratifying to receive.

My professional career began at the Library of Congress in 1957. I was fortunate enough to receive there a thorough grounding in all aspects of LC's operations and I rapidly gained an appreciation for the key role LC plays in the general library community of this country and of the world.

I moved from LC in 1960 into the so-called "Information Industry" and rapidly got caught up in the problems of operating large information centers. Since 1962 to the present I have been engaged continuously in the generation, development, and management of large machine-readable data bases for various Federal Government clients.

Throughout this activity, the abiding professional concerns underlying my day-to-day work, have been (1) the goal of ensuring "Bibliographic Control" over a given area of literature production, as a component of the ideal concept of "Universal Bibliographic Control"; and (2) the technical problems of providing complete and satisfactory information retrieval against the large files of data being constructed.

The librarian/archivist in me sought to build an exhaustive and comprehensive mass of citations/bibliographic records, (basing this action no doubt on the well-known premise that we must stay aware of our past in order to avoid re-living it). The information scientist in me realized that the mass of data being collected was virtually worthless without the concomitant ability to search it by any desired characteristic or set of characteristics. (The technical problems posed by this requirement are, of course, among the most interesting and intriguing the entire field has to offer.) In addition, the realist in me insisted that Document Access or Delivery must also be formally regarded as an integral element in Bibliographic Control. The loop must be closed; the user must be provided a means to obtain what the system can identify, or the system cannot survive.

There are many aspects of the NCLIS program document on which I could comment, but since the bulk of my own work has been as a private contractor working for Federal clients, I believe it would be appropriate if I restricted myself largely to those parts of the document dealing with Federal responsibilities and with the role of the "Information Industry".

At the level taken by NCLIS, it is difficult to disagree with any of the roles it recommends for the Federal Government. NCLIS states that the Government should be "encouraging and guiding the development and adoption of common standards and common practices"; should work to "make unique information collections available nationwide"; should "sponsor and support centralized bibliographic and other services", when it can be proven that such central services would benefit the entire community economically; should explore the use of computers in networks dealing with bibliographic data; should foster the use of computers in networks dealing with bibliographic data; should support research and development in the library and information science area; should foster cooperation with similar national and international programs. We can all be for these general roles in the same sense that we are for motherhood.

When I attempt to look beyond them or within them to specifics, however, I think first of how vast an accomplishment it would be if the various Federal agencies which support libraries or information centers could all be made to share an enlightened approach toward their responsibilities. Too often, support of the agency library comes and goes with the predilections of the incumbent management. There is no stable and lasting recognition of the concept of being the "library of record" (if appropriate) in the particular area of responsibility handled by the agency. There is much that could be done among Federal agencies to coordinate bibliographic control over those areas of the literature which the agencies must collect if they are to perform according to their mandates.

The role of the information industry vis-a-vis Government is also badly in need of a general airing and re-examination. In some cases, work ideally suited to being handled by private industry is stubbornly continued via the tax dollar. In other cases, work that should be done in-house is carelessly given out on contract. In both situations, work that it is crucial should be continued without interruption can fall into jeopardy by failure to recognize and allow for this fact. Government has not yet learned how to best make use of the information industry, but when they do there could be a revolution in the accessability, availability, and packaging of information gathered or generated by the Government. The new Section IV of the "Final Draft" on "Current Problems of the Information Industry" recognizes the above points and is, therefore, a very welcome addition to the National Program document.

All of the basics, including the resources themselves and the necessary technology to make use of them, are in our grasp to realize the high ideals of NCLIS's National Program. The problems remaining are organizational and coordinative in nature and the NCLIS reports to date are probably the best effort we have yet seen to encompass and "get a handle" on the broad social, economic, and political issues involved.

Sincerely yours,

W. T. Brandhorst, Director
ERIC Processing and
Reference Facility

WTB:sep

CHESTER
COUNTY
LIBRARY
DISTRICT

EASTTOWN TOWNSHIP LIBRARY
A Branch of the Chester County Library
8 Midland Avenue, Berwyn, Pennsylvania 19312
Telephone (215) NI 4-0138

16 April 1975

Frederick H. Burckhardt
Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burckhardt:

Thank you for the opportunity to submit testimony to the Commission. I have read the draft proposal and applaud the Commission's efforts to coordinate library and information services on a national level. I commend particularly the Commission's recognition that library and information services are commodities, resources that must be supported and paid for; that there is no "free lunch." This is something of which the public is perhaps not always aware: that they pay for and should demand excellent service from its libraries. It is our job to let the public know what service is and could be. Although my experience includes special and academic library positions, the testimony given here largely reflects my current outlook as a public librarian in a small public library.

1. A great deal of which is missing in libraries could be solved or greatly mitigated by more money. Some of our problems are that simple: adequate staff, space and materials. Consistent and adequate funding is the problem. Funding must come from a source other than local funding which now carries the heaviest burden. A strong state program of funding and education is mandatory for the development of strong local libraries. The same holds true for academic and other libraries whose services extend beyond local political or institutional boundaries.

2. A national program or agency is necessary to set goals and objectives, coordinate other agencies involved in library/information services, and to coordinate the private and public sectors.(eg can we get the publishers to use enough glue so that our books won't fall apart so quickly?). Such an agency should act also as an advocate for libraries in the executive and legislative branches of the federal government, and which would set up a framework within which libraries/information services could grow.

EASTTOWN TOWNSHIP LIBRARY
A Branch of the Chester County Library
8 Midland Avenue, Berwyn, Pennsylvania 19312
Telephone (215) NI 4-0138

CHESTER
COUNTY
LIBRARY
DISTRICT

3. Library education must be restructured. A library school should teach basic theory of information and service, and have field work or internship programs to teach the practical. No intelligent student should pay $60 or $80 an hour to learn how to type a catalog card. The schools should give more than lip service to the new technologies in information science and libraries, and should go more deeply into management techniques and theories.

4. A strong program of workshops and seminars, probably on the state level, are important to keep librarians aware of new techniques, in management and technology. A vision of what libraries could be, not what they are currently, sould be kept in front of librarians in the field. It's a very exciting business, and the vision gets lost in the day to day routine of keeping the library staffed, housed and fed with books, etc.

I have kept this very brief as I know you have many to read through. I look forward to being at the regional hearing in Philadelphia.

Very truly yours,

Susan H. Couch

Susan H. Couch
Librarian

BROOKLYN PUBLIC LIBRARY GRAND ARMY PLAZA BROOKLYN NEW YORK 11238

AIR MAIL SPECIAL DELIVERY

17 April 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 'K' Street, N. W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

In view of the imminent adoption of the National Program for Library and Information Services, may I address a short comment to the Commission in regard to implementation of the program.

The Brooklyn Public Library, serving a complex urban metropolitan area of 2.6 million persons, is a major information resource to its citizens and, indeed, to New York City and to the State. It is a progressive, contemporary institution, quite flexible (considering its size - 56 branch libraries, a staff of over 900 appointed full-time employees). It is plagued by inadequate funding and a continuing, cumulative pressure to "think small" as a consequence.

We identify essentially three different publics:

1) The scholar/student group which utilizes the depth of our central reference collections and services;

2) The middle class family group which is the traditional general user of branch collections and services;

3) The culturally different and educationally deprived group (a significant percentage of the population) which articulates inadequately its needs for information and library services and requires a new set of approaches and adjustments to customary methods of contact and service.

The process of balancing and distributing the resources and services of urban libraries to these groups is a frustrating exercise in political tight-rope walking which is currently attacked by some eminent library leaders. The imminent demise of the public library as an institution is forecast because it is trying to be "all things to all people", because it does not set priorities and perform to meet priority needs with distinction. The practical considerations of urban social organization do not permit the luxury of closing branch libraries in middle class areas in order to concentrate resources in slum neighborhoods, if this is a priority consideration. One must grant that the use of our services by all groups does not reach our potential; but, on the other hand, we have solid evidence that a significant proportion of our citizens regard as essential the quite separate and diverse services of the institution.

We are literally being starved in the financial struggle of New York City. In each of the past three years with the reductions forced upon us, the oxygen content of our air has decreased to the point where in 1975-76 we will display advanced asthmatic symptoms.

The Commission is familiar with the New York State cooperative activities. As major contributors to and beneficiaries of the services of NYSILL and METRO, our experience indicates that these under-supported network/consortia activities are essential components of service to sophisticated information seekers and users. National support of further development of such activities is essential.

The great un-met need for information on governmental services, such as that proposed in the Brooklyn Citizens' Urban Information Center project, deserves the support of the Commission and should use the strengths of location, potential staff and collection resources of urban public library systems.

Services to independent adult learners, a traditional public library activity, needs added support in a society where reduced work schedules and technology promise increased leisure time and retraining needs.

In the urban milieu today, the enemy is in the mind. Years of conditioning have produced a mind-set which accepts a shrinking program with constricting parameters. The question is how to do more with less. We examine and refine and cut corners to maintain a semblance of high effectiveness. The second stage is doing the same with less. The cumulative effect of this implosion process is the acceptance of doing less with less and the psychological impact makes one question the viability of sound but impracticable concepts. The consequence is that planning based on needs is futile and that contingency planning for small/medium/large disasters is the requirement of the day.

Survival is an objective and orderly mutation, and redirection of efforts and resources are achieved at a prohibitive cost in physical and psychic energy. (The investment of three years of planning and preparation for the Citizens' Urban Information Center program which did not materialize bore wizened, sterile fruits.)

Despite the critical situation, I am satisfied that the energy potential (as well as some significant performances) is intact in our staff and our other resources. We do not lack ideas or awareness.

Very truly yours,

Kenneth F. Duchac

Kenneth F. Duchac
Director

KFD:adm

STATE OF NEW JERSEY
DEPARTMENT OF HIGHER EDUCATION
TRENTON, NEW JERSEY

OFFICE OF THE CHANCELLOR

It is with great interest that we in New Jersey are following the work of the National Commission on Libraries and Information Science, and I appreciate the opportunity to present my view of the concerns of New Jersey in regard to academic libraries.

I believe that of the problems facing academic libraries in the decade ahead the following are among the most pressing:

1. The so-called information explosion. This can lead to unbridled growth of individual libraries, both in terms of materials and staff.

2. Rapidly increasing costs. Inflationary pressures will continue to wreak havoc with library budgets. An individual library can no longer "go it alone" in attempting to keep up with the growth of knowledge and to provide needed services for its user community.

3. The need to serve non-traditional students. Many students, particularly those in community colleges, may be best served through newer multimedia materials such as films or cassettes which supplement traditional materials (books and periodicals). Introducing new patterns of library service to students who culturally have had more affinity with television than with books, will be a challenge that must be met.

4. The growth in new academic programs, particularly interdisciplinary programs. As the faculty and administration of colleges and universities develop new instructional and research programs in response to the needs of students and society in general, libraries must find the means to support these programs. One thinks of the increasing number of ecology and environmental programs, interdisciplinary in nature and therefore requiring library support across several disciplines.

In sum, academic libraries must cope with the enormous problem of making more materials available to more people at costs that are increasing exponentially.

In addition, I agree most emphatically with the Commission's conclusion that ready access to information and knowledge is indispensible to individual advancement as well as national growth, and I recognize the responsibilities of academic libraries in this area. I believe the only rational approach to the need for greater access as well as to the solution of the problems I have cited above is a program of cooperation that transcends institutional and political boundaries, and eliminates wasteful duplication of effort and resources. With the help of new technology, effective cooperation is now more than a possibility through the development of library networks.

Responsibility for fostering cooperation and sharing of resources resides at all levels:

1. Individual academic libraries must accept the fact that they cannot grow in size indefinitely, but must plan their growth in cooperation with other libraries. Joining networks will necessitate acceptance of new technology, with the possible attendant need to retrain librarians.

2. The states must recognize their responsibility to coordinate and encourage the development of cooperative links among academic, public, and special libraries. I am proud to say that New Jersey has emerged as a leader in this respect, and can cite the development of the CAPTAIN bibliographic network as an outstanding example of interlibrary cooperation. Because of the financial uncertainties which will undoubtedly confront libraries in the years ahead, uncontrolled, individual growth will have to give way to planned, system-wide development.

3. The federal government, as the Commission report suggests, should assume the responsibility to coordinate state and local efforts toward cooperation by setting nation-wide standards to ensure compatibility of networks, and by providing financial assistance where national needs must be met.

Finally, I would like to express my agreement with the Commission's conclusion that the nation's libraries and information services should be considered a national resource and should be made available to all the people. Academic libraries, linked to public libraries and other information services, should make their rich resources and sophisticated services available, beyond institutional boundaries, to the wider community. Government, business and the general public will increasingly require access to knowledge which only academic libraries can provide. Federal financial support could enable academic libraries to reach out more effectively to the public at large.

Ralph A. Dungan

WILMINGTON INSTITUTE LIBRARY
10th and MARKET STREETS
WILMINGTON, DELAWARE 19801

JACK W. BRYANT, DIRECTOR
TELEPHONE (302) 656-3131

March 18, 1975

Mr. Frederick H. Burkhardt
Chairman
National Commission On Libraries And Information Science
Suite 601
1717 K Street, N. W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

In reply to your letter of the 11th, we would like to go on record in favor of increased support for public reference and research libraries, particularly those which act as a central depository for informational research materials and as a clearing house for reference and referral services in metropolitan areas.

We believe that public libraries cannot reach their full potential to serve all of the people in a metropolitan area until additional funding becomes available.

Our primary responsibility for reference service is for the area of New Castle County, serving a population of approximately 380,000 persons, and by extension, for the rest of the State of Delaware, serving a total state population of 550,000 persons. In addition, because of our proximity to the Philadelphia suburbs, New Jersey commuter towns and Maryland border communities, we also serve residents from these neighboring states.

If there is any further testimony that you might wish to have from us, we would be pleased to submit it in response to any specific questions that you might have.

Thank you for affording us an opportunity to comment.

Yours sincerely,

Edward B. duPont
President
Board of Managers

EDB/sb

NCLIS TESTIMONY

I am very pleased to receive the invitation of the Commission to furnish testimony for consideration at the Mid-Atlantic meeting.

At the outset let me state that I will offer no solutions to the many problems that the Commission must review, nor does my testimony represent the interests of the Journal of the American Society for Information Science which I have been honored to edit for more than ten years, nor my employer, BioSciences Information Service of Biological Abstracts, Inc. It should be viewed in the context of almost twenty years of experience as a user of the scientific literature, a manager of technical information centers, and as an executive of various scientific information organizations.

I offer for the attention of the Commission a number of problems that I have noted in attitudes of the Commission that do not reconcile with my perception of information science needs and which therefore may affect the fulfillment of your responsibilities.

1. There appears to be a basic problem in the emphasis that the Commission has placed on roles and institutions in preference to needs and processes. This is apparent in the repeated use of phrases such as "library networks," an emphasis that places the institution above the need and process. Why not "information networks" as a more dynamic approach to which both libraries and other information purveyors may make a contribution? In its preoccupation with distribution agencies and delivery systems, the Commission may have lost sight of its responsibility for the processes through which knowledge is channeled into agencies and systems. The coordination of institutions and processes must be recognized as a fundamental problem for the Commission.

2. The coordination of knowledge flow must also be perceived on the financial level. In this area I have noted little in the Commission's documents that provides for interagency coordination in the governmental and private sectors so that redundancies may be minimized, and even more importantly, so that funds that are adequate to the needs can be assured in toto and specifically.

3. The differences between information and library services and the advantages that each has to meeting needs are not clearly understood by the Commission. This is a glaring deficiency in the work of the Commission. While distinguished members of the information science community are represented, the effectiveness of their inputs to goals and objectives of Commission work must be questioned. As editor of a research journal in information science, I publish and disseminate contributions from disciplines whose diversity is enormous, but which are making valid contributions to both library and information science. The Commission should broaden its understanding of the communication function, the relationship of information science to communication, and the exploitation of these areas to the public benefit.

4. In the context of the first three problems--coordination, funding and communication, there is a developing conflict in the scientific information arena (the word is used deliberately) of great concern for the Commission. I refer to the federal attitude (or lack of one) concerning discipline and mission oriented scientific information services in the governmental and private sectors. In 1969 the Office of Management and Budget (OMB) promulgated a "policy" for federal information activities which was intended to minimize duplicative efforts. At the same time, non-profit, discipline oriented services have been virtually phased out of support sources at the federal level. If the United States is to have a strong capability for discipline oriented information access, it seems paradoxical to insure the opposite by federal attitudes. The U.S. secondary information processors have met the challenges of automation and are now able to contribute to or provide mission oriented

services without duplication of effort and consequent increases in cost. These capacities should be drawn upon to meet national information needs and a continuing commitment should me made to continuing development of these services through research support by the federal sector.

I know that the Commission desires to meet its responsibilities in a very complex world. Setting priorities will be a most difficult task. The foregoing comments are offered in the best interests of the Commission, the library and information science community, and the national interest.

Sincerely,

A. W. Elias

A. W. Elias
Director for Professional Services

BioSciences Information Service
2100 Arch Street
Philadelphia, PA 19103

TESTIMONY FOR THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE
REGIONAL HEARING, PHILADELPHIA
MAY 21, 1975

By
Mrs. Carolyn W. Field
Office of Work With Children
Free Library of Philadelphia

According to the 1970 census, 26% of the population of Philadelphia is under 14 years of age. The percentage of children under 14 years of age in the United States is 28% of the total population.

As Coordinator of Work with Children at The Free Library of Philadelphia, I am speaking specifically for library service to children in Philadelphia but in general I am speaking for all the children in the United States.

What are the library needs of children and how are and can they be satisfied? The second draft of the proposed National Program for Library and Information Services is 117 pages long. The only references to children are four paragraphs under the heading School Libraries and School Media Programs and three words, "the very young," under Objective 2. Is this a fair consideration for at least one quarter of the population?

Children are not only with us today but are the adults of tomorrow and need to have their curiosity nutured, their reading skills developed and their mental abilities developed to the fullest potential or there will be no need for the great research libraries, information centers and technological systems for providing data when they become adults. The key ingredient for work with children in public and school libraries is the librarian--an individual who is knowledgeable about and skilled in working with children and who knows and can "sell" the wonders of the printed word as well as nonprint materials to the individual child.

In recent years, there has been much talk on the duplication of services between the school and the public library. All arguments for one service point ignore the special function of each institution. The school library's basic function is to support the curriculum. The public library's basic function is to serve the child's natural interests and needs and to supplement the school's objectives by motivating the child to read for pleasure and retain his natural curiosity. The public library is open after school hours, on weekends and during the summer.

There is an important psychological factor in that use of the public library is voluntary and use of the school library is mandatory. The children's librarian not only helps to guide the child's reading but provides story hours, special film programs, puppet shows, creative dramatics, discussion groups and many other activities that motivate and assist the child in developing his reading skills.

By having adult materials easily available, the public library has resources that are not possible in the schools from either size or depth of collection. The public librarian is able to go out to day care centers, nursery schools, regular school classes, hospitals and other places where children are congregated. Whereas the school librarian or library aide is tied to the school during working hours and is unable to serve children in other institutions.

There are other important questions to consider in relation to the importance of public library service to children. Where will adults who work during the day get books for their children--preschool or school age? Where else can parents feel the sense of togetherness and of seeing the child develop in cultural awareness? Who will preserve the children's books for use by researchers and scholars?

I would like to reemphasize Keith Doms' remarks on the importance of funding from state and federal sources to provide staff, facilities and materials for research collections in the great metropolitan libraries. The Free Library has one of the great collections of early American children's books and is preserving current titles for the twenty-first century scholar.

Both the technological advances in the duplication of materials, the personal buying of paperbacks, the growth of "in-library" reference and the development of other forms of media in the area of communication and recreation, such as television, have lessened the validity of using the circulation count of items borrowed as a qualitative statistic and it has never served as a quantitative statistic. Criteria for evaluating the quality of public library service should be a major priority of the Commission.

Children are our most important and precious commodity and funds must be made available to provide the staff, materials and facilities to help them develop to their fullest potential.

CWF:jfg

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March 17, 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries and Information
Science
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

Thank you for your letter of March 3 inviting me to participate in your Regional Hearing in Philadelphia on May 21. I am afraid that May is a very busy month around here, and as a result, I will not be able to attend the hearing.

I believe that the objectives contained in your recommended National Program are, by and large, laudable. I would especially urge you not to overlook the needs of the rural areas. There is no doubt that our large urban libraries have severe problems, but in our desire to alleviate those, let's be very careful not to neglect the smaller cities and towns throughout the country. I know from personal experience that these smaller libraries have many problems of their own. I would also urge you to give special attention to the needs of the elderly. I'm sure you know what those needs are, but we should make sure that they are not neglected in our rush to improve the overall national library system.

Your proposal to emphasize increased use of new technology seems to me to be wise. There is no reason why libraries should not keep pace with new technological developments. I would simply caution you concerning the large amount of funds that might be required to do this on a large scale. I believe that you can appreciate that this could not be done overnight.

Concerning your proposal to establish a focal point for Federal responsibility for library programs, I would advise you to avoid recommending the establishment of a new Federal agency for this purpose. Setting up a new bureaucracy is seldom the answer to anything.

Finally, I would simply advise you to give careful thought to any new funding proposals that you develop in connection with drafting new legislation. As you know, the Federal budget is not in the best condition right now, and any new funding proposals must be based on reality.

I again thank you for your kind invitation and hope that these comments will be useful to you.

Sincerely,

Daniel J. Flood, Chairman
Subcommittee on Labor-HEW
Appropriations

THE PENNSYLVANIA STATE UNIVERSITY
THE UNIVERSITY LIBRARIES
UNIVERSITY PARK, PENNSYLVANIA 16802

16 April 1975

In addressing myself to the proposed national program for library and information services prepared by the National Commission on Libraries and Information Science, it is apparent that, were it to be fully implemented, the quality of American life would be greatly improved. Even partial implementation, however, is much to be desired and the present economic realities being what they are, I would urge the National Commission to move toward establishing priorities within its recommendations in the expectation that at least some of them may be implemented soon while others may be deferred for later action.

In my own thinking, objectives 3, 5, 7 and 8, if implemented, would do much to develop a firm basis for future development of increased accessibility to information resources and, at the same time, would give immediate help to programs which already promise successfully to extend access to significant numbers of users whose demonstrable needs have already been adequately identified, and who utilise the knowledge gained for the ultimate benefit of society.

Most libraries, and especially those with significant collections, already share their resources whether they are state libraries, large public libraries, or public and private college and research libraries. For many years they have been moving, at varying rates of speed, toward systems of libraries designed to serve an increasing number of clients at little or no direct cost to the user. In that a system of libraries, regardless of the degree of sophistication achieved, must have basic resources to share, it is evident that the proven success of categorical federal aid has enriched the quality and size of resources available and should be continued. The large libraries in our great cities, for example, offer both research and informational resources to large populations working at all levels of investigation and not only routinely provide practical help but do much to encourage individual development among all classes of citizens. States should be encouraged to develop sophisticated information networks utilising and increasing the resources already existing within an organised framework of orderly development. The National Commission should further encourage federal and state support for these embryonic system in a manner which will benefit more people but, at the same time, not inhibit the legitimate expectations of users with rights of special, primary access.

The plight of the cities does not need reiteration; the plight of their libraries does. The plight of higher education is well known; the maintenance of their incomparable library and information resources, as a national resource, is but dimly perceived by society. Any legislation designed to encourage more effective service must, of course, be developed within the framework of past experience in giving local political units authority in the disposition of federal funds. The experience of libraries and library systems with revenue sharing suggests, at least, that the larger view of the federal government may be more productive of general good than the limited vision too often found at the local level.

Related to this, is the Commission's recommendation (Objective 5) that there be more effective coordination of existing federal programs of library and information service. In my thinking the most important parts of the proposed program are those pertaining to the role of the Library of Congress, the National Library of Medicine, the National Agricultural Library, and the other large federal libraries. All of the nation's libraries, whether large or small, research or recreational, college or university, or private special libraries are dependent for many services on federal libraries, particularly the Library of Congress. The precedents and the traditions of service and cooperation are already established but it is increasingly important that the people and resources of these great repositories must become even more responsive to the national needs, not just to those of specified clienteles. The library profession, and many informed laymen, have long felt that the Congress should officially designate the Library of Congress as the National Library. Indeed, perhaps all these of the major federal libraries should be combined one way or another, perhaps after the model recently adopted to form The British Library. A refinement and extension of the responsibilities originally assigned to these libraries should be encouraged to make planning, services, resource development and the implementation of a much-needed leadership role more effective. These libraries, with additional funding undiluted by parochial or political concerns of the states, could not only make such programs as NPAC, the further development of MARC, greater accessibility to MEDLINE, the National Serials Data Program, and other similar programs far more effective in serving individuals and communities throughout the country. These programs, and others like them are essential to The Pennsylvania State University which, as a major land-grant institution, serves not only its own 64,721 students, but makes its resources available to the whole Commonwealth of Pennsylvania. The federal libraries have amply demonstrated that they have the capability to give leadership to the whole information profession, to think in national terms, to create effective innovative service programs, and to develop and implement national networks. This should not only be encouraged, but extended.

Related to strengthening the federal library system's services to the nation are the Commission's Objectives 7 and 8, the establishment of "a locus of federal responsibility charged with implementing the national network and coordinating the National Program under the policy guidance of the National Commission, to "plan, develop and implement a nationwide network of library and information service" respectively. These are long overdue and while individual states, individual institutions, various consortia, and individual firms in the private sector have done much good work, there is still a vast amount of expensive and ineffective duplication of effort, still a tendency to think parochially of narrowly defined clienteles. The National Commission itself may be the appropriate agency for giving leadership and direction to these various efforts, or it may be that a reorganised federal library system could do the job, but in any case, it must be done with sensitive concern for the basic missions of the participating units, whether they be large urban public libraries, public or private universities, or special libraries under corporation control. All of these are in a position, with federal help and strong leadership, to make a much greater contribution toward satisfying the nation's informational needs than they are presently doing. If the quality of American life is to improve, it is essential that this sort of planning and implementation be achieved.

I recognise that my comments suggest a greater faith in strong, sophisticated centralised leadership than has been traditional in library and information circles. I also recognise the political appeal (indicated in other objectives of the National Commission) in touting increased access to library and information resources as a form of social welfare. I have very real reservations about the ability of librarians and information specialists to achieve what our public education systems, with their vast resources in people and money, our television networks, and our independent local libraries have failed to do. I have a concern that the Commission itself, and any new locus of leadership it may achieve, may become more concerned with the quantity of information available and distributed, than with the quality. This caveat does not, however, detract from my conviction that the framework already exists to gradually improve the quality of life for an increasing number of Americans to the ultimate benefit of all. This being so, I would hope the Commission would not be tempted to achieve, on paper, the kind of innocently idealistic legislation so characteristic of the so-called "Great Society" but which, in its foreordained failure, ultimately proved a disservice to the nation.

Stuart Forth

Stuart Forth
Dean of University Libraries
The Pennsylvania State University
University Park, Pa. 16802

JAMES A. SENSENBAUGH
STATE SUPERINTENDENT

MARYLAND STATE DEPARTMENT OF EDUCATION
P.O. BOX 8717, BWI AIRPORT
BALTIMORE, MARYLAND 21240

Jerome Framptom, Jr.
President
Maryland State Board of Education

Statement
prepared for

The National Commission on Libraries and Information Science

I welcome the opportunity to present my views on library needs and on the role and responsibilities of the Federal Government.

In Maryland the State Board and State Department of Education are responsible for the development of school and public libraries, for resource centers and other library arrangements that will meet the library and information needs of the people of our State. Our library laws give us the mandate to provide leadership for planning and development of coordinated library services. The Master Plan for the Development of Library Services in the State of Maryland, 1976-1980, approved by the State Board of Education, the Governor and the Maryland Advisory Council on Libraries, outlines our priority needs to increase cooperative programs, to strengthen State and regional resource centers, and to provide greater financial support for public, school and academic libraries.

In my estimation, governments at all levels - local, State and national -- must recognize the essential value of libraries in lives of all types of citizens and must provide funds needed for library services. Too often agencies of government have put libraries at the bottom of the list of priorities and as a result of inadequate funds our citizens have been deprived of library materials and services that can make a difference in their daily lives.

State conferences and the White House Conference on Library and Information Services should focus on the role of libraries in meeting the educational, cultural, and daily needs of our citizens, highlight the current efforts of libraries to provide new programs and services and stress the need for more financial support at all levels of government.

Libraries are essentially democratic institutions; that is, they are designed to serve all kinds of users. The young student whose reading ability is limited as well as the talented curious student should find what he wants in his school media center. Public library users range from those with requests for materials and information on the questions arising from our day to day living to those requiring very specialized books of a research and technical nature.

The Federal government must recognize the diversity of library and information needs in this country and the diverse kinds of services and materials that will meet these needs.

As an average citizen and not a researcher I am opposed to the Federal government placing its highest priority in library funding in a national library network designed to serve that small percentage of our citizens who are researchers and highly technical specialists. I believe that the Federal government must assist the States in improving education and library services for everyone.

The acceptance by the Federal government of a defined Federal role and function for libraries is sadly lacking. The commitment to an aacepted articulated position would give the State a sound basis on which to determine its own programs and its own financing responsibilities. Federal library legislation should strengthen the leadership role of the State agency as a coordinating agency for all library programs. While Federal legislation and administration will of necessity provide a sense of direction in the utilization of Federal funds and require sound planning and accountability in the States, the Federal government should allow the State library agency the greatest possible freedom to determine its own needs and priorities in the utilization of Federal funds.

Libraries are an important and fundamental resource in a vigorous democratic society. The White House Conference on Libraries and the continued work of the National Commission on Library Information Science should make library purposes and library needs more visible to and better understood by government officials and the many publics they are designed to serve.

I regret that I cannot be present at the Hearing on May 21, 1975.

Montgomery County - Norristown

Public Library

ESTABLISHED 1794

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Executive Director

April 9, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, N.W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

Thank you for the opportunity to submit this testimony toward the work of the National Commission on Libraries and Information Science.

I have carefully reviewed the information sent me and am impressed with the comprehensive and professional studies either completed or under way.

As a district center librarian, working closely with thirty local libraries located in Montgomery County, Pennsylvania, there are several matters apparent to me that merit the attention of the Commission, and several recommendations. Although much thought has been given to the research and reference centers, the role of the local library has not been fully explored.

1. The local public libraries, at least in the Northeast and Middle Atlantic states, provide ready-made, easily accessible, conveniently located points of contact by, and delivery of library services directly to, a majority of the people. In most cases people are "comfortable" and at ease in their local libraries where staff and public share common problems and community aspirations. Moreover, the public libraries have been forerunners in trying to reach those members of the community who are not traditional library users. "Outreach" programs, "Books-by-mail," Libraries on Wheels,"

542 DeKalb Street, Norristown, Pa. 19401 • Telephone (215) 277-3355 • TWX 510-660-0158

storefront libraries, and many other such programs, all originated and are carried on by public libraries.

"Universities Without Walls" and other self-education programs whether formal or informal, are sending increasing numbers of people directly to their closest local library for assistance.

RECOMMENDATION:

Build on this already established person-to-person availability of library service by a funding program that would encourage, enlarge, and support such grass-roots efforts. Direct grants at this level for materials, automated equipment for routine tasks, and in-service training of personnel would make an immediate impact toward the achievement of the goal of meeting the library and information needs of the people.

2. Although users of libraries have been identified in groups, with advocates for each group, people do not seek library information and services in groups. An individual belonging to the "Scientists and Technologists" group, searches for his or her needs as an individual, not for a "group," although what is learned may benefit the group. Even a scientist approaches a problem and a need for information based on personal interest and individual capability. In addition, the scientist may belong to several of the identified groups, such as "Homemakers and Parents" and "Geographically Remote" and need library services for all three. Local public libraries are capable of taking care of such a situation by mail or other delivery service such as a Bookmobile for the "Geographically Remote" category and by materials for the"Homemakers and Parents" group, but perhaps not for the more specialized "Scientists and Technologists" needs. One point of contact for all needs of an individual, as at a local library, would serve the public most efficiently.

April 9, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries
and Information Science

RECOMMENDATION:

Expand the already established interlibrary loan capabilities of college, university and research libraries by a combination of grants for materials and reimbursements for searching and loaning, not only to each other, but especially to the public library, which is much more likely to be the point of contact with the people needing the information. There should be uniform accountability among such resource libraries, with established alternatives.

In this section of the country there are vast resources in such libraries as those at the University of Pennsylvania, Columbia University, the Free Library of Philadelphia, Princeton University, etc. Instead of establishing new resource and information centers in this area, a system of reimbursements for the use of specialized materials already cataloged and classified would be more economical. If the Library of Congress were made a national lending resource, perhaps we could eliminate the step of borrowing from colleges and universities, using them only as a last resource. This would cut down somewhat on the numbers of collections that would need to be financed.

If a prototype is needed, I offer the system used here, which is serving an urban/suburban population of 660,000, with a 99% satisfaction rate in supplying materials and/or information.

Requests, from 30 libraries, two bookmobiles and a variety of other outlets, which cannot be filled locally are channeled into the district center, by telephone or printed form depending on urgency. The district center fills all requests possible from its own holdings or those of other libraries within the district by consulting a union catalog. These are sent to the requesting library for its patron by three times per week van service.

If the material requested is not available within the district, the Union Catalog of Pennsylvania or the National Union Catalog are consulted for locations. If one of Pennsylvania's four regional libraries has the material, it is requested via TWX. If not available from one of the four, the other locations are contacted via regular ALA interlibrary loan forms and a loan or photocopies requested. So popular has this "99% fulfillment" become that in spite of filling 85% from our own resources, we borrow books daily from libraries all over the country. In the month of March, 1975, for instance, we obtained specialized materials for local people from the Universities of Texas and Virginia, Princeton and Iowa State Universities, the Boston, Seattle and Providence Public Libraries, and the New York, Tennessee and Washington State Libraries.

RECOMMENDATION:

Although all these libraries lend us materials, it is a costly courtesy. Funding on a per search and loan basis would remove the hesitation that public libraries feel in borrowing specialized materials. The fact that the requests are channeled through a district center assures that the bibliographic information is correct and that only specialized materials are requested.

The lending process could be speeded up if daily instead of three times per week deliveries could be afforded. In Pennsylvania there is in addition a three times per week delivery service that connects 175 college, university, and district center libraries.

Terminals at all major or district library centers, connecting with OCLC would be highly beneficial.

Sincerely yours,

Pearl Frankenfield

PF:cj

Mrs. Pearl Frankenfield
Executive Director

In view of the fact that in the report the commission states that major emphasis should be placed on the needs of the user and that the local library outlet is the key to a national program, we see the following problems and solutions as part of the implementation process:

A. Problems - Local Outlets

  1. Many unserved areas have no local outlets.

  2. Many local outlets are totally inadequate - lack of trained staff, lack of basic material, antiquated and outmoded physical facilities and the inadequate hours of service.

  3. Regional networks, where they exist, are generally underfunded and are unable to support and connect local outlets effectively.

B. Solution - Legislation Should Be Passed To:

  1. Clearly establish the states' responsibility for the provision of library service as part of their educational mandates. Local public library service for all citizens should be mandated.

  2. Define and establish the legal and fiscal independence of public library units.

  3. Establish standards for local and regional service. Local units and regional systems should be able to meet the basic needs of their communities.

  4. Establish federal categorical aid programs aimed at the development of strong local outlets and regional system network. State by state assessment of local need will be required.

  5. To equalize local tax support within states and regions.

MRS. M. B. GAINES
THRALL LIBRARY
22-24 ORCHARD STREET
MIDDLETOWN N. Y. 10940

THE NASSAU LIBRARY SYSTEM
THE LOWER CONCOURSE • ROOSEVELT FIELD • GARDEN CITY, NEW YORK 11530 • 516 741-0060
ANDREW GEDDES, DIRECTOR

31 March 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

I have received your letter inviting me to submit a statement to the Commission prior to its meeting in Philadelphia in May. Thank you for the opportunity.

My statement will be very brief but its brevity should not be construed in any way to lessen its importance or suggest the level of my concern about the matter.

I have read the 2nd draft of the National Program and the Commission's Annual Report for 1972-3. I commend the Commission for a tremendous accomplishment in the face of great pressures and numerous problems. I am pleased that the entire program is being developed as a "user oriented" plan, but it is that point that gives rise to my concern.

If the plan is to be user oriented and if it is to be for all the people, then it must be that. The plan, as I read it and related materials, every so often mentions the non-user (and these far outnumber the users). No where do I see any real effort specified to seek the non-user, find out why he wears this tag, find what he really needs and what, if anything, this network plan can do to consider his needs. It will be the non-users, since they are so large in number, who will pay the major part of the cost of the program through taxes and yet he is not being tied in at the outset of planning.

The program is beginning to crystalize, the plan is set, the components and services are being specified and the needs of perhaps 70% of the population are unknown.

I urge the Commission to fund a nationwide study of the "unknown library taxpayer" to see if we are failing him and, if so, how, and to see what there is in his background, education, training or experience that makes the library totally without value or meaning for him. Before we take more of his money, I would hope we would seek a way of determining how we might be of service to him. An excellent program which you have helped bring closer to reality will be much less for failing this large segment of our population.

Sincerely yours,

Andrew Geddes
Director

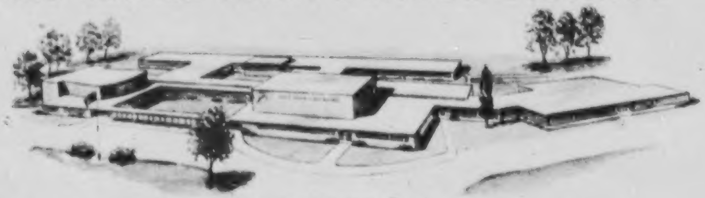
BALD EAGLE AREA SCHOOL DISTRICT

GERALD R. WISER
HIGH SCHOOL PRINCIPAL

HERBERT E. REED
ELEMENTARY SUPERVISOR

ROBERT V. IGO, D.ED.
ADMINISTRATIVE ASSISTANT

JEAN E. HAYNES
BUSINESS MANAGER



JAY G. ELICKER, D.ED.
SUPERINTENDENT

BOX 4, WINGATE, PENNSYLVANIA 16880

April 17, 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries & Inf. Science
Suite 601 1717 K Street, N.W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

I have carefully read the report which was sent. As a librarian, I agree with the concept as it stands. There are a few points I would like to have considered before final arrangements are made.

Consolidation of categorical aid programs for elementary and secondary schools are resulting in future loss of monies. Many administrations are not library/media oriented and funds will be allotted to other programs, such as guidance. School librarians have indicated that administrators are planning to use these funds to bolster other programs. The reason being that libraries have had time to build their collections. In many cases, these are the same school library programs which do not meet ALA standards. Plus, many administrators feel that once standards are met, funds can be decreased.

If libraries are to continue to grow, federal funds must be earmarked directly for libraries.

Another point to consider is staffing of libraries. For elementary school libraries, it is permissable to have one librarian for one, two, or seventeen elementary schools within a system. There is no penalty from the state. But in public libraries, a certain number must be employed, regardless of available funds, or the state aid is reduced. This is a very inconsistent library policy.

I am constantly amazed at how differently things are done in school libraries as versus public libraries, particularly when funding and staff are involved.

I am a strong supporter that one standard exist for school media programs. It has been suggested the Pennsylvania use a double standard -- one for media and one for libraries. Since the national trend has been for one, I see Pennsylvania goingbackwards in school media programs if this is adopted.

As a trustee of a small, rural county library in Pennsylvania, I am concerned with the financial burden. Local revenues cannot support the public's demand for improved or new programs, new construction, and new staff.

Our board recently lost an appeal for monies for a construction grant. The reason being that we were unable to provide the necessary 3.75 per capita for each person within our service area. This was the primary reason the grant was denied. At the same time, a district center which covers only one county received a construction grant of $150,000.00. After due thought, this library turned down the money because the sum was too small to bother doing the red tape! This points out a rather drastic flaw in construction grants.

The well-to-do libraries do better, while the small, poor libraries get poorer. How does one overcome this obstacle? Also, to maintain state funding, the same standards are required. This involves new books/materials and new staff.

If local funds cannot be increased, the revenue sharing bill could be considered a bill that needs rewritten. A possibility would be that libraries are designated a certain percentage of revenue funds. As the bill stands now, revenue funds can be used 100% for one project. If the percentage is there each year, a small library could continue to grow.

A major change in library and information structure must occur. The national network will only be as strong as the local and state commitments. As a school librarian and county library trustee, I know that cooperation can and does exist between various types of libraries. But until a national standard of guidelines, complete with funding regulations, can be established from local through federal, the library system will continue to be erratic.

Sincerely,

Barbara S. Geeting

Barbara S. Geeting

BSG:eil

METRO
NEW YORK METROPOLITAN REFERENCE
AND RESEARCH LIBRARY AGENCY
11 WEST 40TH STREET, N.Y., N.Y. 10018
Telephones: 212 695-6732
212 790-6307

LIBRARY PROGRAM FOR
THE STATE OF NEW YORK

The New York State library program has as its purpose to make available to every citizen, institution and organization essential information for education, science, industry, commerce and culture. Any citizen, regardless of age or domicile, has a right to convenient free access to local libraries to meet his needs.

Such a program would operate as a decentralized system with the State Library providing major resources and coordinating services. Statewide library networks constitute the most efficient means to provide quality library services. Thus, the nine regional systems should provide, on an operating level, the essential information services.

The immediate goal of the state program will be (is) the further development of an integrated network of libraries.

Morris A. Gelfand

/sk
3/18/75

METRO NEW YORK METROPOLITAN REFERENCE
AND RESEARCH LIBRARY AGENCY
11 WEST 40TH STREET, N.Y., N.Y. 10018
Telephones: 212 695-6732
212 790-6307

DISTINCTIONS BETWEEN THE STATE AND THE REGIONAL ROLES
IN THE
NEW YORK STATE LIBRARY PROGRAM

General principles: The State should be responsible for statewide planning and the coordination of regional activities. The State should provide the inter-regional services; the regional systems, the intra-regional services.

STATE	REGIONAL
Provides bibliographic data base of state library and plans coordination of regional data bases.	Build regional data bases compatible with the state system.
Provides inter-regional communication network for interlibrary loan (and photocopy substitute) purposes.	Regional exhaustion of resources through local communications networks.
Coordination and planning for resources development and allocation of funds to regions therefore.	Drafting regional collection development program which will serve as a basis for a cooperative and coordinated acquisition program. Allocation of funds within the region in accordance with the plan.
Establishment of a statewide document delivery service.	Provision of intra-regional document delivery service (in broadest sense).
Certification of librarians and registration of libraries.	Not applicable.

In consonance of above, establishment of objectives of continuing education (in-service training) program and provision of expert advice and central services to regions. Interregional coordination of programs and publicity.	Development of specific seminars, etc. to meet local needs, coordinated with local library schools to ensure high quality programs meeting state needs and complementary to library school programs.
Enunciation of a statewide direct access policy with appropriate financial allocations to regions to make policy effective.	Within state guidelines, make direct access policy effective with appropriate compensation by regional office to library members.
Development of statewide plan for access to information services - chiefly, but not exclusively, computer-based.	Provision of intra-regional operation to provide direct and indirect access to data bases providing information services (local brokerage service).
Planning and implementation of demonstration and feasibility programs: 1. Statewide 2. Coordination of multi-regional with allocations from state funds.	Regional demonstration and feasibility programs for: 1. Support state programs 2. Programs developed to meet specific local (regional) needs but state-funded.
Planning and implementation of effective union list programs: 1. Serials 2. Microforms 3. Last copy 4. Newspaper 5. Other non-print categories 6. Etc.	Gathering, collating and editing, according to state standards, regional union lists as cited to left for purposes of improving access through: 1. Interlibrary loan 2. Photocopy substitute for ILL 3. Coordinated and cooperative acquisitions programs 4. Serials rationalization programs 5. Leveling demand load among individual libraries 6. Collection weeding 7. Storage of lesser used materials decisions 8. Avoidance of capital expenditures o/a uncontrolled growth

/sk
3/18/75

KENNETH A. GIBSON
MAYOR
NEWARK, NEW JERSEY
07102

April 24, 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries
  and Information Science
1717 K Street, N. W. - Suite 601
Washington, D. C. 20036

Dear Mr. Burkhardt:

In response to your invitation, I am submitting the following comments regarding the proposed national plan for Library and Information Services.

I have seen the statement submitted by J. Bernard Schein, Director of the Newark Public Library and am fully in accord with the emphasis given to the urgen necessity of financial relief for Newark and other large cities.

The public libraries of Newark and other large cities, such as New York, Philadelphia, Chicago, Cleveland and Boston, are nationally recognized as information and research centers serving areas with populations well beyond their municipal boundaries. Without the full participation of these public libraries there can be no effective national network of library and information services. It is only in recent years that financial assistance to urban libraries has been initiated in recognition of the service they provide to large regions. The amount of such aid however, is most inadequate and now, when it is most needed, is threatened with curtailment if not total discontinuance.

The financial plight of this nation's cities is all too well known and is now reaching crisis proportions. To be successful, a national plan for library service must provide for substantial financial assistance for the large urban libraries, perhaps through the Department of Health, Education and Welfare. Such assistance should be given on a regular annual basis. Without this assistance, I do not see how the city libraries can participate in any national plan.

I appreciate the opportunity to offer these comments.

Sincerely,

KENNETH A. GIBSON
MAYOR

KAG:sh

DISTRICT OF COLUMBIA
PUBLIC LIBRARY

April 15, 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries and
Information Science
1717 K Street, Northwest Suite 601
Washington, D.C. 20036

Dear Mr. Burkhardt;

My concerns are not original, but perhaps they will serve as a reinforcement of similar concerns expressed by others.

The role of public libraries in society is changing, consequently its image must be redefined. However one thing remains constant - everyone must learn to read. Every one should have access to the public library as it is the one institution of self-help.

Close attention must be given to the disclosures which challenge traditional beliefs with regards to the character of public library services. American society has predestined that public library services must expand, but no criteria has been established for expansion of these services. As a children's librarian, I am concerned with improvement of services to and for children. Children of all ages, economic status, ethnic backgrounds and capabilities have an inherent right to the best available public library services.

The government of the United State has an obligation to fulfill these needs. Traditionally library services have always held the lowest position on our economic scale. Justifiably so, under extenuating circumstances. How can one possibly think of library services if one is hungry or has no place to stay? On the other hand our government spends billions of dollars for space projects and warfare. If some of this money could be redirected and channelled into peace time projects, perhaps library services could be adequately expanded.

I strongly advocate federal support for public libraries. With federal financial support and proper channeling of funds, many inadequately or poorly served groups would be exposed to the best available library services. Funds should specifically be allocated for early childhood learning, high interest - low reading level material and simple text related books.

Further I am concerned about the spiraling cost of books. Books are the backbone of our service - without them, there is no hope for expansion of these vital services.

Sincerely,

Mildred R. Greene

Mildred R. Greene
Children's Librarian

Testimony submitted by Harold S. Hacker for the Mid Atlantic Conference. The paper was presented at the AIRLIE HOUSE Conference on Interlibrary Communications and Information Networks - 1970

IMPLEMENTING NETWORK PLANS IN NEW YORK STATE:

JURISDICTIONAL

CONSIDERATIONS IN THE DESIGN OF LIBRARY NETWORKS

Mr. Hacker's paper appeared in a book entitled "Interlibrary Communications and Information Networks," published by the American Library Association in 1971.

Implementing Network Plans in New York State: Jurisdictional Considerations in the Design of Library Networks

Harold S. Hacker

TABLE OF ABBREVIATIONS

ANYLTS
Association of New York Libraries for Technical Services

B&ECPL
Buffalo and Erie County Public Library

CCLD
Commissioner's Committee on Library Development

DLD
Division of Library Development, State Library, State Education Development

ECPL
Erie County Public Library

ESEA
Elementary and Secondary Education Act (federal)

LSCA
Library Services and Construction Act (federal)

LTF
Library Trustees Foundation of New York State

MCLS
Monroe County Library System

METRO
New York Metropolitan Reference and Research Library Agency

NYLA
New York Library Association

NYPL
New York Public Library

NYSILL
New York State Inter-Library Loan Network

OCLS
Ontario Cooperative Library System

PLS
Pioneer Library System

RRRLC
Rochester Regional Research Library Council

SED
State Education Department

3R's
Reference and Research Library Resources (state and regional programs)

INTRODUCTION

New York State is covered by two types of regional library networks: public library systems, twenty-two of which serve the state's sixty-two counties; and reference and research library systems, nine of which cover the same territory. In very recent years some regional school library networks have begun to develop, thanks to ESEA Title III funding. At the state level there is one operating special-purpose network, the New York State Inter-Library Loan Network, NYSILL. A second special-purpose state network is in the early stages of implementation. It is the Association of New York Libraries for Technical Services, ANYLTS, formed by the twenty-two public library systems. The New York State Education Department, through its Division of Library Development, its State Library, and its Bureau of School Libraries, has been very much involved in the planning, implementation, and operations of these library networks.

For my own part, I have spent the greater part of my professional career in network planning and implementation — both in my several library posts and as a volunteer at state and regional levels. I have served as a member of all five state study committees and have participated actively in most of our twenty annual efforts to persuade the governors and legislatures to enact library network legislation and/or to increase library funding at the state level. In two cases of regional network funding — Erie and Monroe counties — I have participated at every stage of the planning and implementation except for the political caucuses. I have benefited greatly from on-the-job experiences in the planning, implementation, and operations of these New York State networks: the Buffalo and Erie County Public Library, B&ECPL, and the Pioneer Library System, PLS (the former, a single-county public library system and the latter, a five-county system); the Rochester Regional Research Library Council, RRRLC, comprising university, college, public, and special libraries in a five-county area; and the state's NYSILL Network in which our Rochester libraries serve as an area resource center. Finally, during many years of service as secretary and treasurer to the Library Trustees Foundation of New York State, I had the opportunity to work with network regional planning groups throughout the state.

It was for these reasons that I hoped that in a very short time I could prepare a paper on network implementation for this Conference. I was asked to discuss the problems that networks encounter when they operate within the jurisdiction of several layers of government and when several types of libraries undertake a common network activity. I also was asked to suggest some solutions to those problems. This I have tried to do.

Since New York State is famous for its library systems, I often will be using the word "system." The words "system" and "network" have a common meaning throughout this paper.

PLANNING: THE DEVELOPMENT OF THE IDEA FOR THE NETWORK

The first stage of network implementation is that of planning the network. New York State owes much of its library network progress to sound studies and planning. Techniques have varied substantially among the nine major planning efforts which I will mention in this chapter: four dealing with public library networks, one with reference and research library networks, two with both of the above, and two with special-purpose state networks. Of the nine studies, three were conducted by committees representing the varied library interests of the state, aided by paid staff; two were conducted by committees without staff; two were conducted by the Research Division of the State Education Department, SED, one with and one without an advisory committee from the field; and two were conducted by an educational consultant firm under contract with SED.

Because other papers for this Conference will deal extensively with network planning, I will limit this section to identifying the nine studies and reporting in capsule form their purposes, scope, major recommendations, and results. The results of these studies — legislation and network implementation — will be treated more fully in subsequent sections.

New York State Education Department — Research Division

Report title and date: *Development of Library Services in New York State, 1949*[1]

Study period: 1945-1947

Committee: Four-member advisory committee, appointed by the New York Library Association

Purpose: To respond to request of NYLA for SED to conduct study to determine state's role in the improvement of public library service

Scope: SED Research Division staff conducted statewide study of public libraries

Major recommendations: Fourteen state-operated regional library service centers financed by state, plus state-aid payments direct to three New York City libraries, in lieu of centers; regional centers to provide "wholesale" services to public libraries; creation of county and regional advisory boards; cost to state — $7 million

Results: SED Board of Regents recommended operation of one experimental regional center for a three-year period; Watertown Region was selected and began operations in 1948 on annual $100,000 state budget.

Governor Dewey's Committee on Library Aid

Report title and date: *Library Service for All, 1951*[2]

Study period: 1949

Committee: Fifteen-member study committee, appointed by Governor Thomas E. Dewey

Purpose: To determine the state's financial role in support of public libraries

Scope: Committee "blue-skied" without benefit to staff

Major recommendations: Supported library systems formed at least on a countywide basis as eligible for state-aid; accented local initative and responsibility; stressed value of system services; encouraged multicounty development of systems; established first state-aid formula in legislative format; cost to state — $3,650,000

Results: Passage in 1950 of first state-aid law with $1 million appropriation for which six public library systems serving eight counties immediately were eligible. Shortly after, two additional systems serving three counties were established.

Commissioner's Committee on Public Library Service

Report title and date: *Report on the Commissioner of Education's Committee on Public Library Service, 1958*[3]

Study period: 1956-1957

Committee: Twenty-one-member study committee, appointed by Commissioner James E. Allen, Jr.

Purpose: To review the progress of public library systems since 1950 and to make recommendations to improve the state-aid law since only thirty of sixty-two counties were served by eight library systems

Scope: Staff study of system operations in thirteen counties; case studies of system planning to determine obstacles to system implementation; comparative study of system and nonsystem libraries

Major recommendations: Reaffirmed system concept, state-aid, and local initative and responsibility; new flexibility through cooperative library system structure; accented multicounty system and importance of central library (defined as requiring 100,000 volume nonfiction collection); expressed principle of gradualism permitting systems five years to meet some standards; dealt with specific problems of New York Public Library's Research Libraries, Watertown Regional Library Service Center, and the State Library; recommended separate study of research library needs; revised state-aid formula; cost to state — $10.3 million, plus central library book aid

Results: Passage of new state-aid law in 1958 with reduced formula; full formula enacted 1960; within four years, remainder of state organized so that by 1962 twenty-two library systems served the sixty-two counties.

Commissioner's Committee on Reference and Research Library Resources

Report title and date: *Report of the Commissioner's Committee on Reference and Research Library Resources, December 1961*

Study period: 1960-1961

Committee: Twenty-member study committee, appointed by Commissioner James E. Allen, Jr.

Purpose: To study problems of library information service and research library facilities, and their ability to meet needs; to review technological developments and administrative and fiscal devices that may contribute to solution of the problems

Scope: Staff study of growth of research activities and college population; information explosion and automation in libraries reviewed by committee; comparative data on college university and special libraries collected; use of various libraries by college students examined; devising of new hypothetical system by committee

Major recommendations: Creation of state reference and research library board and special staff; designation of major state subject centers; creation of state-wide interlibrary loan and communications network; establishment of five to six regional research library systems, including all but school libraries; state-aid formula; cost to state — $8 million

Results: Legislative proposals were never enacted — no formula; five straight years of legislative defeat until 1966 when appropriation was made; since 1966 nine regional systems have been established, plus statewide interlibrary loan network, NYSILL.

Governor Rockefeller's Committee on Libraries

This study requires a bit of explanation. It took several years of effort to persuade Governor Nelson A. Rockefeller to call the first Governor's Conference on Libraries. Early in 1965 he appointed an advisory committee to plan the conference for June. The same people were reappointed to make legislative and budgetary proposals to him late in 1965. There was a published report of the proceedings of the conference, but no published report of the Governor's Committee on Libraries.

Governor's Conference

Report title and date: *Proceedings of the First Governor's Library Conference, June 24-25, 1965, n.d.*[5]

Committee: Seventeen-member advisory committee, appointed by Governor Nelson A. Rockefeller to plan the conference

Purpose: To focus public attention on library needs in New York State

Scope: Librarians and scientists presented papers on research library problems and solutions during two-day conference

Result: Delegates to conference unanimously voted to request the governor to extend the life of the advisory committee so that it could make recommendations to him to improve library service in the state.

Governor's Committee on Libraries

No report

Study period: 1965

Committee: Same as advisory committee

Purpose: To recommend library legislative and budgetary programs to the governor

Scope: Committee meeting, without staff, fall 1965, to propose revisions in the public library state-aid formula and appropriation levels to launch reference and research library, 3R's, program in the state

Major recommendations: Increase basic state-aid formula for public libraries by about 33 percent and add a new section providing state-aid to improve central libraries — total added cost of $3.8 million; and appropriations of $1.2 million to launch state and regional 3R's programs

Results: Legislature and governor approved state-aid formula revision and appropriation of $13.3 million for public libraries; and $700,000 was appropriated for 3R's programs.

State Education Department –Evaluation Division

Report title and date: *Emerging Library Systems: the 1963-66 Evaluation of the New York State Public Library Systems, 1967*[6]

Study period: 1963-1966

Committee: None

Purpose: To evaluate the effectiveness of the public library systems' programs, last reviewed in 1957

Scope: Intensive analysis by Evaluation Division staff and consultants of systems' services, resources, organization, management, and finances; study of accessibility of library service and of library users; review of the role of the state and of the special problems of the New York City public libraries.

Major recommendations: Coordinate library services of all types at all levels; modify public library programs to meet student needs; new approach to public library financing — equalization, county support, and state-aid as a stimulant; strengthen central libraries; intermediate level service; clarify roles of SED's Division of Library Development and public library systems; develop intersystem cooperation; initiate State Library building construction fund; involvement in systems affairs by trustees and librarians; and appointment of an advisory committee by the Commissioner of Education to review report and recommend next steps

Results: Commissioner's Committee on Library Development was appointed in 1967.

Commissioner's Committee on Library Development

Report title and date: (Uncertain at time paper was written) probably, *Report of the Commissioner's Committee on Library Development*

Study period: 1967-1970

Committee: Twelve-member study committee, appointed by Commissioner James E. Allen, Jr.

Purpose: To review *Emerging Library Systems* and the state of the 3R's program, and to recommend next steps to the commissioner

Scope: Development of user-oriented philosophy by committee with aid of staff; review of eighty recommendations in *Emerging Library Systems;* Preparation and commissioning of numerous reports; study of status of 3R's program

Major Recommendations: In such fields as access; services to children, students, and residents of institutions; government of libraries; manpower; library materials; library buildings; research and development; and many areas of library finances

Results: The report was transmitted to the commissioner and the board of regents in June 1970; it will serve as the prime source of the New York State Education Department's 1971 legislative and budgetary program for libraries.

Special Purpose State Networks Studies

The New York State Education Department's Division of Library Development contracted with Nelson Associates for two studies of statewide significance. The first dealt with centralized processing activities of the twenty-two public library systems. The second evaluated SED's pilot statewide interlibrary loan and communications network, NYSILL. Here are brief summaries of the two studies:

Report title and date: *Implementing Centralized Processing for the Public Libraries of New York State, 1966*[7]

Study period: 1965-1966

Committee: Fifteen-member advisory committee appointed by SED's Division of Library Development

Purpose: To evaluate the system service to public libraries and to recommend improved methods

Scope: Analysis of operations and costs of most systems and special EDP studies by Theodere Stein Company

Major recommendations: Establishment of statewide computer and cataloging center; and several regional processing centers to handle acquisitions, cataloging, and preparation workload for all public libraries

Results: Association of New York Libraries for Technical Services, ANYLTS was formed; ANYLTS continues planning with high-priority federal LSCA funds; staff is assembled and production timetable is set.

Report title and date: *An Evaluation of the New York State Library's NYSILL Pilot Program, 1968*

Study period: 1967-1968

Committee: None

Purpose: To evaluate the NYSILL experimental program

Scope: Study of NYSILL operations at all key points: State Library, area resource centers, and subject resource centers; analysis of service to public

Major recommendations: Retention of NYSILL with improvements

Results: NYSILL is now in its fourth year — much improved.

FINANCING THE NETWORK PLAN: THE LEGISLATION AND APPROPRIATION ROUTES

After the planning is finished and agreement is reached on the goals to be achieved, the hard work begins; the difficult task of persuasion follows. The network planners must win support for their program from librarians, trustees, state education department officials (in the case of New York), members of the executive department (the governor and his staff), and members of the state legislature (particularly the leadership).

The Legislation Versus the Appropriation Route

One of the first decisions on implementation strategy that must be made is whether to select the legislation rather than the appropriation route to achieve network funding goals. In some states the legislation route will be required if the state does not have a legal base for library networking. But most states do have the necessary enabling legislation.

The legislation route will be preferred if the planners seek assurance for continuity of state funding through a legislated formula, e.g., New York State's public library network. On the

TABLE 1. NEW YORK STATE LOG OF MAJOR STATE LEGISLATION & APPROPRIATION EFFORTS

YEAR	LEGISLATION SOUGHT	APPROPRIATION SOUGHT	PUBLIC LIBS.	3R'S LIBS.	WON	LOST	LIBRARY PROGRAM AND COMMENTS
1947	X		X			X	NYLA* bill: state aid to public libraries
1948		X	X		X		$100,000—SED* budget approved for Watertown Regional Library Service Center experiment
	X		X			X	NYLA bill: state aid to county library systems
1949	X		X			X	(Same as above)
1950	X		X		X		Governor's Committee on Library Aid Bill: state aid to county library systems—$3.65 million maximum
1951	X		X			X	SED-NYLA bill: to amend state-aid law—refinement
1952	X		X			X	(Same as above)
1953	X		X		X		Refinement amendment to state-aid law passed
1958	X		X		X		SED's Commissioner's committee on Public Library Service Bill: major changes in state-aid law: proposed new state-aid formula compromise approved
1959	X		X			X	SED bill to implement full state-aid formula
1960	X		X		X		(Same as above)—$10.3 million maximum, formula approved
1961	X			X		X	SED bill: state-aid formula for Reference and Research Library Program (3R's)*
1962	X			X		X	(Same as above)
1963	X			X		X	NYLA bill: (Same as above)
		X		X		X	SED request: $100,000 appropriation for 3R's pilot project
1964	X			X		X	SED bill: state-aid formula for 3R's program ($75,000 regional pilot amendment passed by legislature, but vetoed by governor)
1965	X			X		X	SED bill: state-aid formula for 3R's program (bill with $275,000 appropriation passed by legislature, but vetoed by governor)
1966	X		X		X		Governor's Committee on Libraries bill: state aid to public library systems amendments—$13.3 million maximum (new central library aid included)
		X		X	X		SED request: $1.2 million 3R's appropriation sought; $700,000 appropriation approved by legislature and governor
1967	X		X			X	Bill to provide state aid for library building construction
1968	X		X			X	(Same as above)
	X		X			X	SED bill: to amend public library state-aid formula, increasing central library aid
		X		X		X	SED request: to increase 3R's appropriation by over $1,000,000
1969	X		X			X	SED bill: to increase central library state-aid formulas and add $1 million to NYPL* aid
	X		X			X	Bill to provide state aid for library building construction
		X		X		X	SED request: to increase 3R's appropriation by over $3,000,000
1970	X		X			X	SED bill: to increase state aid to public library systems, central library aid, and NYPL aid
	X		X			X	Bill to provide state aid for library building construction
		X		X		X	SED request: to increase 3R's appropriation by $680,000

*Abbreviations:
NYLA = New York Library Association
NYPL = New York Public Library
SED = State Education Department
3R's = Reference and Research Library Program

other hand, the planners may seek the appropriation route to achieve an earlier start of the program, e.g., New York State's reference and research library network.

If the legislation route is selected, the planners must be as precise as possible in drafting the bill to be submitted to the legislature, including such elements as the purpose of the program, its administration at the state level, the types of network organizations eligible for state-aid, the standards for eligibility of networks, and state-aid formula factors. Of key importance to state officials will be the maximum state cost of the formula and the appropriation level for the first year of operation. The network legislative bill then must be explained to and understood by those in state government who make the decisions on all "money bills." No affirmative action on network financing will be achieved unless the bill is specifically approved by the legislature and the governor, either as submitted or in amended form.

If the appropriation route is selected, the course is an easier one. Usually the appropriation will be a small part of a much larger agency budget (the State Education Department's budget, in New York's case). In many instances, only the approval of the state budget agency is needed to assure network funding if the appropriation level is not a substantial one, compared with other new and expanding programs in all of the state agencies. If the appropriation is incorporated in the governor's budget, the prospects for approval by the legislature are substantially greater than they are if the appropriation is sought in special library network legislation.

NEW YORK STATE'S LEGISLATION AND APPROPRIATION EFFORTS

Library network planners in New York State have been seeking network funding by legislation or appropriation for twenty-three years. The log in Table 1 records efforts in twenty of those years.

There were twenty-three efforts to win approval for network legislation and five successes; there were six efforts to seek substantial appropriation gains and two successes. There have been three types of major state-aid network legislation during that period: public library systems, reference and research library systems, and library building construction. The state-aid legislation for public library systems has been introduced in various years at the request of the governor, or the State Education Department, SED, or the New York Library Association, NYLA. The state-aid legislation for 3R's systems has been introduced at the request of SED or NYLA. The library building construction legislation has been introduced by two legislators with the informal backing of SED and NYLA.

Table 1a is a summary of the legislation and appropriation efforts for each of the three programs, as itemized in Table 1.

The most successful of the twenty annual campaigns were:

1. 1950: First public library system state-aid law was passed.
2. 1958 and 1960: First public library system state-aid law was revised substantially.
3. 1966: Second major formula revision was enacted for public libraries, and the first appropriation for the 3R's program was approved.

Substantial gains in appropriation levels have been recorded by public library systems since the first appropriation in 1950, but the 3R's appropriation gains have not been very great because the program is so new. Following are the comparative figures:

1. Public library networks: 1950-51 appropriation ... $1,000,000
2. Including aid for central libraries and the research libraries of New York Public Library: 1970-71 appropriation ... $15,500,000
3. 3R's state and regional networks: 1966-67 appropriation ... $700,000
4. Including some increase for the nine regional networks and some state activities: 1970-71 appropriation ... $900,000

TABLE 1a. SUMMARY OF LEGISLATION AND APPROPRIATION EFFORTS

	LEGISLATION		MAJOR APPROPRIATIONS	
PROGRAM	INTRODUCED	APPROVED	REQUESTED	GRANTED
Public library systems	14	5	1	1
3R's systems	5	0	5	1
Library building construction	4	0	0	0
Total	23	5	6	2

EXPLANATION OF NEW YORK'S LEGISLATIVE SUCCESSES

While New York State's library legislation and appropriations batting averages have not been sensational (legislation, .228, and appropriations, .333), the final product for 1970-71 indicates a fair measure of success compared with other states. Following are some of the reasons for the success of the New York State Library legislative strategy over the years:

1. *Work partnerships:* There have been two important partnerships throughout our legislative campaigns. The first features members of various state study committees: the State Education Department and the board of regents; members of the executive and legislative branches of the state government; leaders of the New York Library Association

and leaders of the Library Trustees Foundation of New York State. I cannot overemphasize the effectiveness of this partnership throughout the last twenty-three years. The second partnership is particularly significant in New York State. It included at all times the active cooperation of library leaders in New York City and "up-state" (the other fifty-seven counties). The rivalry between the legislative factions representing these two important segments of our state is notorious. Fortunately, we have been able to prevent such a negative impact upon library legislation, thanks to statesman-like positions taken by librarians and trustees on many occasions. This latter partnership resulted in the inclusion of annual earmarked state-aid for the unique research libraries of the New York Public Library in the public library state-aid law.

2. *Effective state studies:* The various library studies described earlier were important not only for the end products of the studies, usually library legislation, but also for providing the opportunity during each study for the leadership among the library interests in New York State to arrive at a consensus and for the involvement of key personnel from the executive and legislative branches of the state government. This latter group provided effective spokesmen within the executive and legislative branches on behalf of improved library service in New York State.

3. *Knowledge of the legislative process:* Another factor in our success was the knowledge gained over the years of how the legislative process *really* works. We gradually learned how decisions on major legislation were reached and by whom the decisions really were made. Thus, we identified the key leadership of the state government. We focused much of our attention on those leaders during our legislative campaigns.

4. *The art of lobbying:* Throughout our twenty years of active legislative campaigns, our efforts were marked with these characteristics:

   a. An early appreciation of the importance of some of the key leadership personalities in the state: our governors (particularly Governor Dewey and Governor Rockefeller), our lieutenant governors (particularly Frank Moore and Malcolm Wilson), other key executive officers who advised governors (particularly Chief Counsel Charles Breitel and Secretary William Roana); the legislative leaders and their staffs; the commissioners of education (particularly former Commissioner James Allen, Jr., and current Commissioner Ewald Nyquist, both of whom had experience on library study committees); deputy commissioners of education, who coordinate the State Education Department's legislative programs; and members of the board of regents, the state's educational policy-making body.

   b. We have had both paid and volunteer lobbyists. While the latter group worked on a part-time basis and lacked personal knowledge of the legislative process as they began their work, it was really the amateurs who achieved the greatest success in dealing with state leaders and in informing library interests throughout the state of the kind of action needed when it was needed. Among those who served as volunteer and unpaid lobbyists were Francis St. John, Edward Freehafer, Joseph Eisner, and currently, John Frantz and myself.

   c. Over the years we have been fortunate in having the right person in the right place at the right time. This was particularly true of the leadership of the Library Trustees Foundation of New York State. I cite particularly Mrs. Frank Moore, Thomas McKaig, Anthony Cerrato, and Richard Lawrence. Each of these trustees established a link with key state leadership at the very time when it was most needed for library legislative success.

   d. Our lobbying tactics over the years were marked both by dignity and honesty. No high pressure was employed, nor did we spend any significant amount of money on lobbying efforts. Our low-key approach was much appreciated by state leaders who customarily dealt with either very suave lobbyists or those who used pressure and threats.

   e. We learned from each of our failures (particularly in 1952), thanks to continuous vigilance. It was important to learn the nature of legislative opposition and the reasons for such opposition.

   f. New York State's politics often are bitter and very partisan. Somehow we won bipartisan support for all of our legislative efforts.

g. We realized early in the game the importance of effectively answering questions about proposed library legislation. Our representatives in the field and within the State Education Department kept good liaison with each other, had quick access to facts, and were able to interpret the impact of legislation on the regions — usually of great interest to legislators.

5. *Patience and persistence.* As you will note when studying Table 1, the library leadership in New York State had to possess both patience and persistence. Failures far outnumbered successes. We suffered some real heartbreaks: notably in 1951 (when we won a $653,000 library appropriation, only to lose on the legislation required to permit us to spend it), in 1952 (when we discovered active opposition among the leaders of the legislature without knowing why until it was too late), in 1963 (when we thought that we had won our first victory for the 3R's program, only to lose it all because of a revolt of the legislature against the governor), and in 1964 and 1965 (when we won minor victories in the legislature only to lose both times due to vetoes by the governor).

6. *Adjustability.* That is another word for "compromise." On a number of important occasions, we decided to accept "half a loaf" in the interest of progress. Thus, in 1949 we drafted the first state-aid formula after being told that the state would provide in 1950 $1 million for such a formula. It required that we had to tailor-make the long-range formula so that its first year cost would not exceed $1 million. In 1958 we accepted a compromise in a state-aid formula and had to work two more years before the original formula was adopted. In 1966, we revised the state-aid formula, making parts of it effective in 1966 and other parts in 1967 because the legislative leaders said that was all the state could afford in 1966. In 1966 we were happy to settle for a $700,000 first appropriation for the 3R's program — despite the Governor's Committee on Libraries' recommendation of $1.2 million.

7. *Good timing and good luck.* It is important to note that neither libraries nor any other government service can expect to make big legislative and appropriation gains each year. The New York Library legislative successes seem to run in eight-year cycles: 1950, 1958, and 1966 mark the years of our major victories. We hope that it doesn't mean that we have to wait until 1974 for our next success. One lesson that we learned — but never could apply to our satisfaction — was to build in a growth factor in the various formulas that we proposed. The best that we could do was to tie the formulas to population growth, but that has not kept up with the the inflationary spiral. It always appeared that state leaders wanted a maximum price tag figure and were unwilling to accept some open-end formula that could increase automatically during periods of inflation. It is difficult to explain how often good luck was on our side, and since there is no way to plan for good luck, I won't dwell on that point.

8. *Visibility factor.* Jean Connor, Director of SED's Division of Library Development, has stressed the importance of the visibility of a program to demonstrate its value at the time we sought funding for it. Thus, in 1950 when we first sought state-aid for county library systems, we could point with pride to the recently established and operating Erie County Public Library, Schenectady County Public Library, and the Chemung County financing of the Steele Memorial Library of Elmira. In 1968 when new legislation was introduced to amend the formula and to encourage multicounty library systems, we could point to the Monroe-Livingston-Wayne Tri-County Library System and the Clinton-Essex integrated two-county library system. In 1966 when we finally won our first 3R's appropriation, we could point to METRO, the first regional 3R's system to be formed in the state.

The Funding Mix State, Federal, and Local

The importance of fiscal flexibility in financing library networks is very great. New York State's funding mix is illustrated in Table 2.

Since the enactment of the 1958 public library system state-aid formula, the percentage of state-aid income of total public library operating expenditures has more than doubled. In 1957 state-aid income amounted to 7.7 percent of total public library expenditures; in 1968 it comprised 16.3 percent of the total. As Table 3 demonstrates, state-aid receipts rose 533 percent in the eleven-year period; per capita state-aid rose from 15 cents to 82 cents.

ACTIVATING THE NETWORK IMPLEMENTATION: PERSUADING PEOPLE TO WORK AT STATE AND REGIONAL LEVELS

Following successful network legislation or appropriation efforts, the next step is to persuade people to work at state and

TABLE 2. MAJOR FUNDING SOURCES: NEW YORK LIBRARY NETWORK SERVICES

NETWORKS	STATE SOURCES	FEDERAL SOURCES	COUNTY SOURCES
Public library systems	State aid—systems	LSCA Title I & II	Erie County 100 percent; varying amounts elsewhere
Central libraries	State aid—central libraries	LSCA Title I & II	Erie, Monroe, Chemung, Tompkins, Schenectady 100 percent
NYPL research libraries	State aid—NYPL	None	None
3R's program			
State level	SED appropriation for 3R's	None	None
Regional level	SED appropriation for 3R's	None	None
NYSILL	SED appropriation for 3R's	LSCA Title III token amount	None
ANYLTS	None	LSCA Title I	None

TABLE 3. FINANCIAL DATA ON PUBLIC LIBRARIES IN NEW YORK STATE 1957 AND 1968

POPULATION DATA AND RECEIPT AND EXPENDITURE CATEGORIES	1957	1968	PERCENT INCREASE
Population	14,830,192	17,652,161	+ 19
Selected receipt sources:			
Local public funds	$23,718,188.00	$ 59,711,480.00	+151
Per capita	$1.60	$3.38	—
State aid	$ 2,282,174.00	$ 14,456,385.00	+533
Per capita	$ .15	$ .82	—
Major expense categories:			
Salaries and benefits	$21,445,155.00	$ 60,175,640.00	+180
Library materials	$ 4,869,241.00	$ 14,648,996.00	+201
Per capita	$ .36	$ .83	—
Other operating	$ 3,308,627.00	$ 15,820,394.00	+378
Total operating expenditures	$29,623,023.00	$ 88,735,891.00*	+200
Per capita	$2.19	$5.05	—
Capital expenditures	$ 2,794,533.00	$ 12,095,788.00	+333
Total expenditures	$32,417,556.00	$100,451,928.00*	+219
Per capita	$2.40	$5.72	—

*Adjusted totals, due to dual reporting of some contractual expenses.
Source: State Education Department, Division of Library Development

regional levels for the activation of the networks. Once again, a good partnership is needed between state library agency personnel and professional and lay leaders in the field. New York State was fortunate to achieve and retain this fine working partnership throughout the course of our library network history. Here are some of the highlights in the implementation of the various networks in our state.

PUBLIC LIBRARY NETWORKS

In comparing tactics for encouraging the establishment of larger units of governmental services, we have learned that the success in system library development is due to an active leadership role by professionals and lay people at the regional level. While state leadership is extremely important in any such project, it cannot take the place of regional leadership when informed professional and lay people who live in the region work for implementation of the network concept on a regular and continuing basis.

The years from 1945 through 1962 mark the period of intensive work by trustees and librarians seeking to establish county or regional public library systems. Leadership and coordination for these planning activities came from three state sources: the Library Trustees Foundation of New York State, LTF; the New York Library Association; and the Library Extension Division of the State Library, LED, forerunner of the Division of Library Development. LTF prepared and distributed county library planning kits to trustees throughout the state. LTF appointed a state committee of trustees to work on library system implementation. That committee, together with a similar NYLA committee, staged a workshop on system planning at Syracuse University to assure the availability of informed trustees and librarians for leadership at county and regional levels. LED staff provided help and advice to planners at every opportunity and assisted in distributing LTF planning kits and in sponsoring the workshop.

As a result of this leadership at the state level, many county and regional planning committees worked hard throughout the seventeen-year period. Most of the committees began their efforts with general information meetings at which trustees and librarians from existing library systems told about network implementation in their own areas. These "missionary" speakers brought a great impetus to the public library system movement in New York State. Most of the planning committees had no funds for planning purposes so LTF offered to supply speakers at no cost and to provide modest grants of money to planning committees for promotional expenses.

The Erie County Library Association was formed by library trustees from towns outside of the city of Buffalo. The trustees could see the advantages of a county library system and wanted to organize so they could have a voice in future planning of such a system. In 1947 the Erie County Republican leadership expressed an interest in establishing a county library system which would make possible the transfer of financial responsibilities for the two Buffalo libraries, Buffalo Public Library and Grosvenor Library, from the city of Buffalo to Erie County. The decision was made in 1947 to establish the Erie County Public Library which formed the first major federated public library system in the country by contracting with the two city public libraries and libraries in the towns of the county. The county supplied the funds for the operating budgets of all member libraries. The Erie County Library Association leaders played an active role in advocating the establishment of the county library and in influencing political decisions on the appointment of able trustees to that organization.

With the formation of the Erie County Public Library, trustees and librarians in Monroe County began their work toward the establishment of a similar federated county library system. They formed the Monroe County Library Association and worked for five years before persuading the Monroe County Board of Supervisors to establish the Monroe County Library System in 1952.

After the formation of the Monroe County Library System, trustees and librarians in adjoining Wayne and Livingston counties intensified their own planning efforts and succeeded in forming county library systems in 1955. As part of their planning they sought an alliance with the Monroe County Library System so that the people and libraries in those two rural counties could have access to the collections and services of the Rochester Public Library, the central library of the Monroe County Library System. Following the formation of the Wayne County Library System and the Livingston County Public Library in 1955, the trustees of those two systems entered into contractual agreements with the Monroe County Library System to form a three-county federation.

All three county library systems — Monroe, Wayne, and Livingston — were established by their boards of supervisors as federated library systems. The availability of state-aid was the deciding factor in the decisions by the board of supervisors. Each system board then negotiated contracts with the city, town, village, school district, and association libraries.

During the next several years, trustees and librarians from Ontario and Wyoming counties worked on planning committees seeking to establish their county library systems. Neither planning committee was successful in persuading its county board of supervisors to establish a federated library system. However, after the passage of the 1958 State-Aid Law, the planners were able to take advantage of a new option to form cooperative library systems, which were established by the participating libraries rather than by boards of supervisors. Upon the formation of Ontario Cooperative Library System and the Wyoming County Library System in 1959, the trustees of these two systems petitioned to join with Monroe, Wayne, and Livingston counties to form a five-county federation. This was achieved, and the federation was named the Pioneer Library System, PLS, since this was the first substantial example of a metropolitan county (Monroe) joining forces with rural counties to form a major library system. Five system boards and fifty-nine member library boards comprise PLS.

While the above activities were taking place in the Buffalo and Rochester regions, similar developments were brewing throughout the state. When the Commissioner's Committee on Public Library Service was in the process of drafting its 1958 proposed legislation, there were only eight library systems serving thirteen of the state's sixty-two counties in operation and receiving state-aid as a result of the passage of the 1950 State-Aid Law. Three of those systems were located in New York City (serving five counties), and the remaining five were centered in Buffalo, Elmira, Rochester, Schenectady, and Plattsburgh. With the passage of the 1958 State-Aid Law, a new element of flexibility in system planning was introduced — the cooperative library system. As previously indicated, the cooperative library system is formed by the member libraries rather than by a government legislative body. Upon the formation of such a system, the participating libraries elected a board of trustees which, in turn, petitioned the board of regents for a charter, thereby achieving corporate status. Such systems were eligible for state-aid funds in the same manner as federated or consolidated library systems.

The cooperative library system concept swept the state. Many of the county and regional planning committees that had been at work for some years had run into frustrating roadblocks because either their county boards of supervisors refused to

TABLE 4. DEVELOPMENT OF PUBLIC LIBRARY SYSTEMS IN NEW YORK STATE

CATEGORY	1957	1968	PERCENT INCREASE OR DECREASE
Population of New York State	14,830,192	17,652,161	+ 19
Population served by systems and nonsystem libraries	13,530,985	17,544,121	+ 30
Percent of population served	90%	99%	—
Number of systems	8	22	+175
Number of libraries in systems	89	702	+688
Number of nonsystem libraries	554	17	− 97
Total number of libraries	643	719	+ 12
Percent of libraries in systems	14%	98%	—
Counties wholly served by systems	13	61	+369
Counties partially served by systems	0	1	—
Counties unserved by systems	49	0	—

establish a system or in cases where multicounty library systems were being planned, not all of the boards of supervisors were agreeable to forming a library system. So, these planning groups recommended the formation of cooperative library systems in their regions and met with early and remarkable success. In 1958 immediately after the passage of the new law in April, five cooperative library systems were established. In 1959 another five were started. In 1960 another four were chartered. The remaining two systems were established in 1961 and 1962. That accounted for twenty-four library systems in the state, but Chemung County entered into a contract with the the Southern Tier Library System, and Schenectady County entered into a contract with the Mohawk Valley Library System so the ultimate number of library systems in New York State was reduced to twenty-two. In the five-year period from 1958 through 1962, sixteen new cooperative library systems were established serving forty-six of the state's sixty-two counties. During the same period, three other counties joined the older eight systems. Thus, when the Onondaga Library System (based in Syracuse) was established in 1962, it became the twenty-second public library system, and all sixty-two counties of the state were served by a library system. The only system growth to occur since 1962 has been the slow but steady growth in the number of public libraries that belong to systems as boards of trustees of independent libraries reversed their earlier decisions against system membership. By the end of 1968, only 17 of the state's 719 public and association libraries were not affiliated with library systems.

Table 4 illustrates the dramatic development of library systems in New York State from 1957 to 1968 — a period that was probably the most dramatic and briefest reorganization of a government service at the state level in the history of New York State.

REFERENCE AND RESEARCH LIBRARY SYSTEMS

When the State Education Department received its first appropriation for the 3R's program in 1966-67, the establishment of the nine regional 3R's systems followed almost immediately. There were two reasons for this phenomenon: The need for regional 3R's systems had been suggested in 1961 (so there had been plenty of lead time for planning regional systems), and secondly, funding for a pilot regional program had come close to reality in several of the previous years, forcing regional planners with ambition to move very fast so that their region might be selected for the pilot project. However, the pilot funding never came off because the governor vetoed both proposals by the legislature.

The greatest stimulation to the establishment of regional 3R's systems came from the work of the Commissioner's Committee on Reference and Research Library Resources, which had issued reports in 1960 and 1961, and gave great emphasis to the formation of regional 3R's systems. Following the final report of the committee, its recommendations were discussed at regional meetings of public, college, and special librarians in many sections of the state. In 1964 librarians in New York City area formed the New York Metropolitan Reference and Research Library Agency, METRO, as the first of the regional 3R's systems in New York State.

SED's Division of Library Development contributed greatly to the organization of regional 3R's systems, both by the staff efforts of its newly formed Bureau of Academic and Research Library and by funding the initial study by Nelson Associates in 1962 for purposes of developing a model regional plan for the Rochester area. When the report was published, librarians throughout the state had one more working tool for applying the potential benefits of the 3R's program to their respective regions. Other regions followed suit by commissioning similar types of studies by Nelson Associates and by some librarians. Reports were published for New York City, Brooklyn, Mid-Hudson Valley, Buffalo-Niagara region, and the North Country.

In the Rochester region, for example, the following developments led to the formation of the Rochester Regional Research Library Council in 1966:

1. In 1960 Nelson Associates conducted a study for a group of Rochester area colleges on the possible advantages of interinstitutional cooperation. One of the recommendations was the formation of a Council of College Librarians. This council was formed shortly after the completion of the study.

2. The Rochester Area Council of College Librarians held regular meetings in the years following its formation and spent much time discussing potential cooperative programs. On some

occasions, public librarians and special librarians were invited to join in the discussions.

3. It was this group that served as the prime sounding board to Nelson Associates when they conducted the 1961-62 study of the potential 3R's service plan for the Rochester region.

4. When it became apparent that funding for 3R's was likely to be achieved in 1966, the Council of College Librarians voted to take the lead in establishing a regional 3R's system in the Rochester area. The group voted to invite representatives of the boards of trustees of the Rochester area colleges and public library systems to attend an information meeting for the purpose of considering whether a regional 3R's system should be formed. The meeting was held in December 1965, and an ad hoc planning committee was established to appoint a nominating committee and to call a formal organizational meeting of delegates of the institutions in Rochester region eligible to form a 3R's system. These were the nonprofit institutions that provided research library services. The formal organizational meeting was held in April 1966; the delegates voted to establish the Rochester Regional Research Library Council, and it elected its first board of trustees of fourteen individuals recommended by the nominating committee. The newly elected trustees (all lay people) then requested a charter from the board of regents to give the organization corporate status. Upon the chartering of RRRLC in June 1966, the organization became eligible for an establishment grant of $25,000 that allowed it to begin planning and to seek its executive director.

Most of the regional 3R's systems were established within a twelve-month period. This startling progress was accomplished because the DLD staff kept the planning groups in touch with one another and made it possible for them to share their planning and incorporation documents.

State Special Purpose Networks

The implementation of the two current state statewide special-purpose networks was somewhat different from the establishment of the regional library networks. The two are: New York State Inter-Library Loan Network and the Association of New York Libraries for Technical Services.

In the case of NYSILL, the Commissioner's Committee on Reference and Research Library Resources had recommended the early establishment of a statewide interlibrary loan network to extend beyond the resources of the State Library, at which point the then current public library interlibrary loan network would stop. As soon as 1966-67 appropriations for 3R's were a fact, DLD staff began to work with the Regents' Library Advisory Council, a nine-member library advisory committee to the State Education Department, DLD quickly contracted for a special study of interlibrary loan costs in some libraries and library systems in the state.[9] Armed with cost information and with ideas for a four-level network operation, the DLD staff, with the help and advice of the Regents' Library Advisory Council, worked out the NYSILL details. DLD staff were able to secure agreements from the participating service libraries to activate the network early in 1967. Three public library systems agreed to participate as area resource centers, and a group of university and special libraries (the latter concentrated in the New York City area) agreed to participate as subject resource centers.

In the case of ANYLTS, the focal point for its inception was the report by Nelson Associates, *Implementing Centralized Processing for the Public Libraries in New York State.* This report was presented to the public library leadership in the state at the 1966 annual Public Library System's Conference in Niagara Falls. Each library system was given an opportunity to decide whether it wished to participate in the formation of a corporation to determine the feasibility of a single computer center for acquiring and cataloging materials for all the public libraries in the state. The other charge to the new corporation would be to activate such an operation if it was found to be feasible. Because centralized processing was the most expensive system service and because Nelson Associates pointed out the potential savings through a centralized statewide operation, the boards of trustees of the twenty-two public library systems soon voted to participate in the formation of the new corporation. ANYLTS was created in 1966 by the representatives of the twenty-two systems, on which occasion a nine member board of trustees was elected. The board of trustees since has decided that a statewide processing operation is feasible. It has engaged its own director and staff, adopted an implementation timetable, and secured sufficient pledges from library systems to serve as customers that it may become a reality in the early seventies if sufficient venture capital is made available to it.

NETWORK ORGANIZATION AND PROGRAMS IN NEW YORK STATE

This section will deal with the structure of library networks in New York State at the state and regional levels. It also will describe the intergovernmental and interlibrary relationships that have been achieved by the formation of such networks with the aid of contracts and will summarize in checklist form the major network programs offered by public library systems and regional 3R's systems in New York State.

Library Networks in New York State

The two regional library network programs in New York State have been discussed at great length in this paper to this

TABLE 5. COUNTIES SERVED BY PUBLIC LIBRARY AND 3R'S NETWORKS IN NEW YORK STATE

PUBLIC LIBRARY SYSTEMS			3R'S SYSTEMS		
COUNTIES SERVED	NUMBER OF SYSTEMS	NAMES OF SYSTEMS	COUNTIES SERVED	NUMBER OF SYSTEMS	NAMES OF SYSTEMS
1	7	Brooklyn, Buffalo and Erie, Nassau, Onondaga, Queens Borough, Suffolk, Westchester	2	1	Long Island
			4	1	Central New York
			5	1	Rochester
2	2	Chautauqua-Cattaraugus, Upper-Hudson	6	2	METRO, Western New York
3	4	Clinton-Essex-Franklin, Mid-York, Nioga, New York	7	1	North Country
			8	1	Southeastern
3.5	1	Ramapo-Catskill	10	1	Capital District
4	4	Four-County, Mohawk Valley, North Country, Southern Adirondack	14	1	South Central
4.5	1	Mid-Hudson			
5	3	Chemung-Southern Tier, Finger Lakes, Pioneer			

point. New York has sixty-two counties, and there is variation among the number of counties served by the public library systems as a result of the informal and long-term development. Other factors determining the county "mix" of these systems were intercounty rivalries, desire of some metropolitan counties to go it alone, and the jig-saw pattern of unorganized counties that were left after the early stage of system development had taken place.

The story of the territorial development of the regional 3R's networks was totally different. These had the advantage of studying the public library system development, and because existing patterns of regional delivery and interlibrary loan service had already been established by public library systems, SED established a regulation that required the regional 3R's systems to include entire territories of public library systems when affiliation occurred.

For a better understanding of New York State's geography and of the service territories of the public library and 3R's networks, the reader is referred to: Map 1, Location of Public Library Systems in New York State, and Map 2, Reference and Research Library Resources Systems. Both maps were prepared by SED's Division of Library Development.

Each of the two statewide special-purpose networks, NYSILL and ANYLTS, is structured differently. The NYSILL network is held together by a series of contracts between SED and the participating area resource centers and subject resource centers. The coordinating and communications center for NYSILL is the State Library in Albany, a unit of SED. The remaining parts of the network are the public library systems and the regional 3R's systems, and occasionally, individual members of those networks with their own teletype facilities. All requests for materials through NYSILL are transmitted by teletype from regional points to the State Library where, if not filled by the State Library and if eligible for NYSILL, they are forwarded to the appropriate area resource center. If the area resource center is unable to supply the material, it forwards the request to the appropriate subject resource center. Each of the participating area and subject resource centers are reimbursed by SED for their search and supply services under an annual contract. NYSILL is financed from state 3R's appropriations and federal LSCA Title III funds.

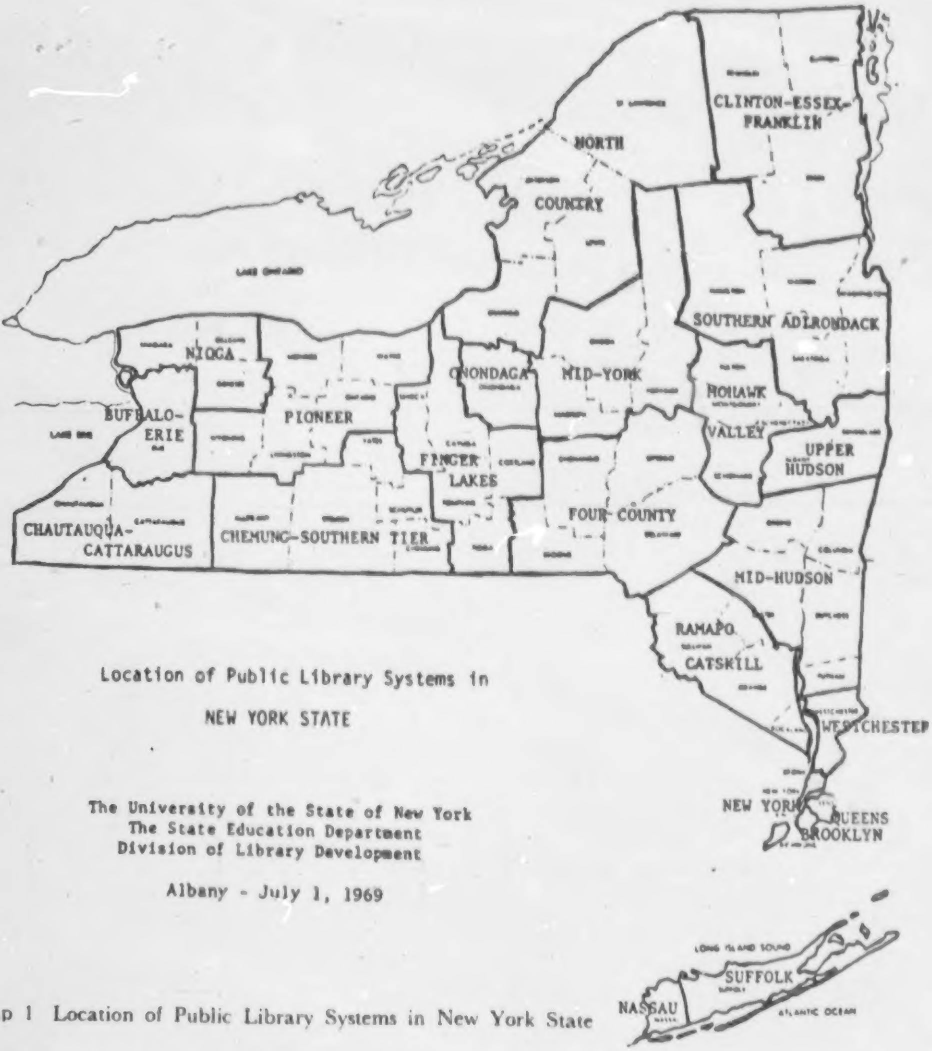
ANYLTS, on the other hand, is an educational corporation established by the twenty-two public library systems and managed by a board of trustees elected by the participating library systems. To date, ANYLTS has no contractual relationships with library systems, but it is anticipated that it will have annual contracts with customer systems when it becomes operative. At the present time, the operating costs of ANYLTS are provided largely by SED from LSCA Title I funds, which are augmented by rather token annual system dues.

NETWORK CHARACTERISTICS

The library networks in New York State have a number of differences which demonstrate the flexibility of network planning in the state. Following are some of the areas in which networks differ:

1. State controlled versus locally controlled

2. Publicly controlled versus privately controlled



Map 1 Location of Public Library Systems in New York State

3. Consolidated versus federated versus cooperative

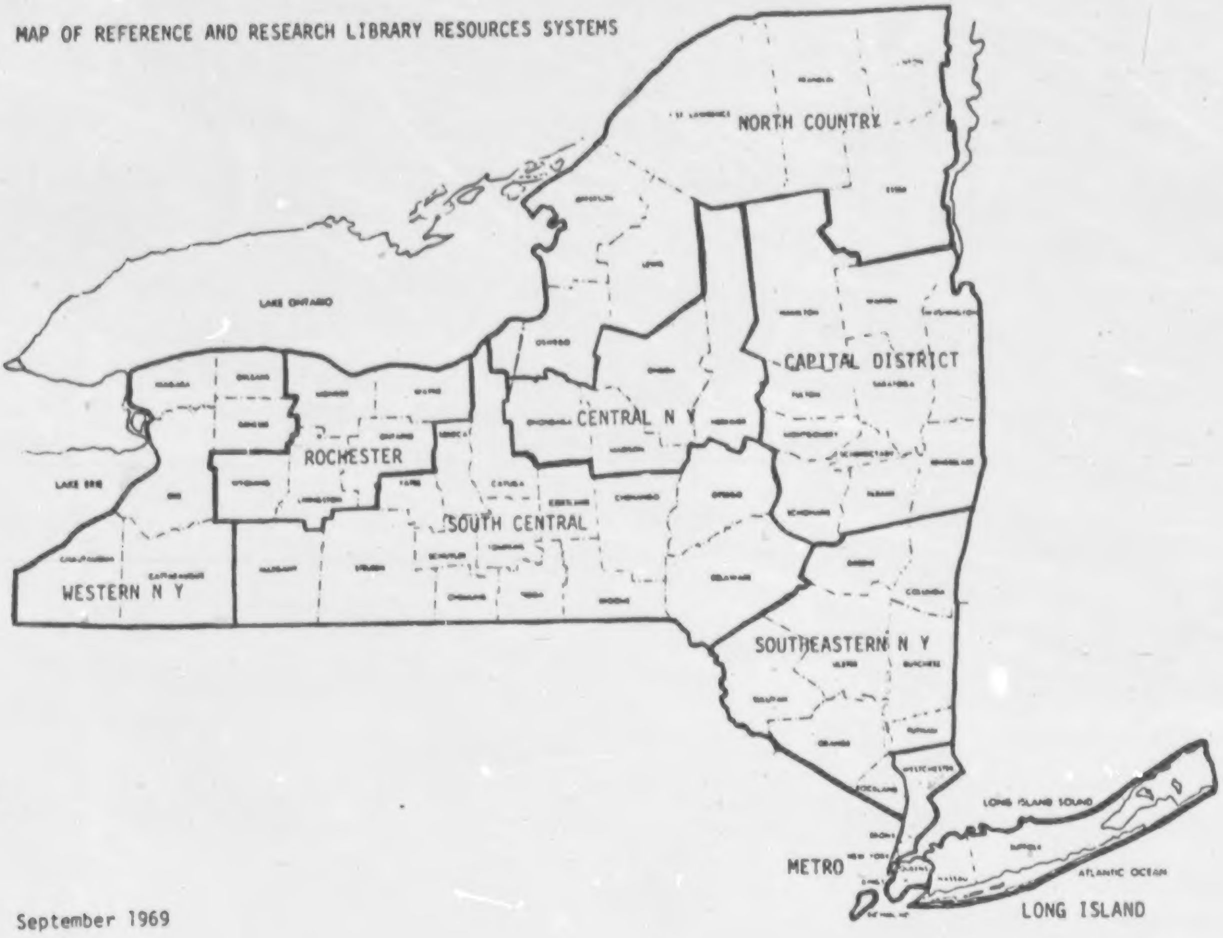
4. Primarily locally funded versus regionally funded.

An example of a state-controlled network is NYSILL, which is controlled and operated by the State Library, with contractual agreements with other participants. The other statewide network, ANYLTS, on the other hand, was established by the public library systems and is operated by trustees elected by the systems. Another illustration: the Watertown Regional Library Service Center was controlled and operated by the state until it was succeeded by the North Country Library System, which is controlled and operated by a regional board of trustees.

Illustrations of publicly controlled and privately controlled networks are: the Monroe County Library System, established by the county board of supervisors which also appointed its trustees, making MCLS a publicly controlled network; and the Rochester Regional Research Library Council, established by a group of nonprofit educational institutions (both public and private) which also elected its trustees, making RRRLC a privately controlled network. Both the MCLS and RRRLC boards of trustees received incorporation charters from the New York State Board of Regents, which has power to charter both public and private educational agencies.

The public library systems in New York State demonstrate the differences among three network organizational forms: consolidated, federated, and cooperative. Following are the major differences with illustrations:

1. Consolidated: New York Public Library is a consolidated library system serving three counties in New York City. It is consolidated because it has *one* policy-making board and *one* administration *controlling* all libraries in the NYPL system.



Map 2 Reference and Research Library Resources Systems

2. Federated: Monroe County Library System is a federated library system. The MCLS Board of Trustees is *appointed* by the county *legislature*. It does *not control* the libraries in the county, but it has a *contract* with them, thereby creating a federation.

3. Cooperative: Ontario Cooperative Library System is a cooperative library system. The OCLS Board of Trustees is *elected* by its *member libraries*. It does *not control* the libraries in the county, but it has a *contract* with them, thereby creating a cooperative.

Please note the italicized words. Consolidated systems *control* all libraries with *one* board and administration; federated library systems are bound together with *contracts* between each library and the system's board of trustees, which is *appointed* by a public body — the county *legislature*, and cooperative library systems are similar to federated systems, except that their boards are *elected* by their *member libraries*. The Pioneer Library System, described earlier, is a federation of five systems, three of which are federated (Monroe, Wayne, and Livingston) and to two of which are cooperative (Ontario and Wyoming).

The other difference among systems is the chief local funding source. Buffalo and Erie County Public Library, B&ECPL, and Monroe County Library System both are federated library systems, but B&ECPL is a regionally funded federation whereas MCLS is a locally funded federation. The operating expenses of B&ECPL and all its member libraries are borne by Erie County; the operating expenses of MCLS and its member libraries are borne by a variety of local governments.

INTERGOVERNMENTAL RELATIONS: PUBLIC LIBRARIES

The fantastic growth of public library systems in New York State has involved every level of government in the state. The fact that almost 700 boards of trustees in communities throughout the state made major policy decisions to join library systems is evidence that more than a ripple was created in the pool of intergovernmental relations throughout the state. While the library boards rather than local government legislative bodies approved the contractual system agreements, most community library boards had the good sense to explain their actions to their local governments. Thus, city councils, town boards, village boards, and the voters in school districts learned that their libraries were seeking to broaden their services through membership in cooperative or federated library systems. While the public library system movement in New York State preceded by some years the current growing interest of local governments in regionalism and cooperation, the climate was favorable for library participation in regional programs in the late fifties and early sixties.

What happened in Monroe County is in many ways a mirror of the events in each county. The first governmental impact on library service was from the state offer of financial aid if the libraries would reorganize into a network. Library trustees and librarians from a variety of communities spent several years convincing the county's board of supervisors to establish the system. One of the key factors was the position of the city of Rochester which had established and supported the Rochester Public Library, the logical central library of a county library system. The city administration, being assured that some state funds would come from RPL via the system, advised RPL's trustees that it could support a county library system. Finally, the supervisors and the county manager gave the green light for the establishment of a county library system in 1952. The trustees of the libraries in the towns and villages then went to work explaining to their local officials that membership in the system would not hamper local library development, nor would it lessen the need for local support of the libraries. But it took county officials fifteen years before they voted to contribute substantial support. That decision was made by the county legislature (which replaced the board of supervisors) in 1967 when it voted 28 to 1 to provide substantial county financing for the central services of RPL in the interests of fiscal equity and furthering the city-county partnership. During the sixteen years that I have worked in Monroe County, the library system has had dealings with city and county officials, with every one of the nineteen town boards, and with most of the village mayors and village boards. It has been my staunch claim that our federated library system has done more to bring about goodwill and cooperation among the various levels of government than any other government agency or program in our county. One of the major factors for this achievement, in my judgment, has been the active participation of lay people as trustees and policy makers in the nineteen MCLS member libraries.

One of government's major roles in library development is financing, and I foresee a new trend in intergovernmental relations in the years ahead. At the present time, the state of New York, although providing less than 20 percent of the total income of public libraries, has achieved a revolution in library service through its state-aid program. The great bulk of public tax support for public libraries, however, continues to come from cities, towns, villages, and school districts. The dream of the 1949 planners on the Governor's Committee on Library Aid was that the *county* would become the dominant financing agency since it is the largest unit of local government with tax levying authority. That dream has not yet materialized although it was given substantial impetus by Erie County in 1947 when it financed the operating costs of all the public libraries through its newly established Erie County Public Library. But in recent years, county governments have shown some signs of awakening, and there have been a number of major developments in county financing of library services. To demonstrate the complexity of county financing of library service, following is the 1970 picture in New York State.

Since five of the sixty-two counties in New York State are located in New York City, we will concern ourselves only with the other fifty-seven counties. During 1970 twenty-four of the fifty-seven counties are providing no funds for library service. Another six are making annual token grants of $6,000 or less – mostly less. Another twelve counties are making larger annual appropriations for library systems serving their area. Of the twelve: Six are appropriating between $10,000 to $25,000; four between $25,000 and $57,000; one is appropriating $100,000; and another $285,000. The largest two appropriations are being made by Suffolk and Nassau counties, respectively, to their county library systems on Long Island. Three counties are making substantial appropriations to their own county library systems (including their central libraries) which are part of larger federated multicounty systems. These three counties — Tompkins, Chemung, and Schenectady — have appropriated $247,000, $329,000, and $764,000, respectively, in 1970. Tompkins also includes small amounts for the multicounty system and for other community libraries in the county.

One of the most substantial of the financing trends has been in Monroe County which in 1970 appropriated $1,277,000 to support the central library services of the Rochester Public Library and another $44,500 to augment the budget of the Monroe County Library System. This move to provide funds primarily to the city library is unique in the state at this time. As indicated earlier, however, by far the most substantial recognition of the importance of library service by a county government is in Erie County, which in 1970 is appropriating $6,289,630 to finance the operating costs of the entire library system, including the central library and all member libraries.

Many New York State public library systems are multicounty, and some county governments find it hard to justify contributing substantial sums to a library system without assurance of similarly scaled contributions by the other participating county governments. As a result there has been a recent trend among some counties to appropriate money primarily for the community libraries within their counties that also are members of a larger multicounty system. Three counties are providing relatively small appropriations (between $13,000 and $20,000 annually), primarily for member libraries of the systems located within their county boundaries, with a small fraction for the systems too. There are another seven counties that make appropriations only for the community libraries within their borders, ignoring the needs of the library system entirely. One of these appropriates under $10,000 annually; two between $10,000 and $25,000; two between $25,000 and $50,000; and two between $50,000 and $60,000.

While these figures on county appropriations are not very startling, in some cases they constitute the beginnings of what may become an important trend in governmental relations affecting libraries.

INTERLIBRARY RELATIONS

The development of public library systems required interaction among all of the 700 participating library boards, administrations, and staff. But the newly formed regional 3R's systems have achieved a striking record for cooperation among libraries - - regardless of type. In the nine regions that form 3R's systems, a refreshingly new partnership has developed among university and college librarians, public librarians, and special librarians. Only the school librarians have been left out to date. In most of the regions the librarians work together to form the system and comprise the great majority of the trustees in the nine regional systems. Only the Rochester Regional Research Library Council has an all lay board but that board has established an advisory committee of librarians which reviews every major policy proposed for action. Not only have these varied groups of librarians worked together to plan and organize regional systems (including the tedious jobs of preparing charter applications, bylaws, and annual operating budgets), but they have worked together to activate the programs of service. To top it off, they have been participating together in a great variety of continuing education programs, proving that librarians have far more in common than the isolationists of our breed imagine.

The voting institutional members of the 3R's systems are the nonprofit educational institutions that operate research library service. These institutions usually are the universities, colleges, special libraries in nonprofit institutions, e.g., museums and hospitals, and the public library systems and some of their central libraries. Nonvoting, but important, members or affiliates are the special libraries of profit-making institutions. These are excluded from voting membership because of the public tax funds administered by the 3R's systems.

THE IMPORTANCE OF CONTRACTS IN SYSTEMS

Eighteen of New York State's twenty-two public library systems are either federated or cooperative. These systems and their members are bound together through a series of contracts, some reviewed annually and some automatically renewed each year. Because systems vary in what services they supply directly and what they supply through contract with their central libraries, no two system contracts are identical.

Table 6 is a checklist of the major contract provisions within the Pioneer Library System which demonstrates the flexibility of our three basic contracts.

MAJOR SERVICE PROGRAMS OF NYS NETWORKS

The major functions of library networks in New York are: leadership, planning, coordination, consultative, fiscal, public relations, and liaison (on behalf of members with other library and governmental agencies). These functions are discharged through a variety of programs and activities. The SED report, *Emerging Library Systems*, listed the following 1965 major programs and activities for the twenty-seven reporting systems (the twenty-two usual systems, plus five smaller systems federated

TABLE 6. MAJOR CONTRACT PROVISIONS—PIONEER LIBRARY SYSTEM

NUMBER	MONROE COUNTY LIBRARY SYSTEM AND MEMBER LIBRARY CONTRACT PROVISIONS (1958 AGREEMENT)	PIONEER LIBRARY SYSTEM INTER-SYSTEM CONTRACT: LIBRARIES IN OTHER FOUR COUNTIES (1960)	ROCHESTER PUBLIC LIBRARY CENTRAL LIBRARY CONTRACT WITH MCLS (1960)
1.	Member: provides free access and loan privileges to all PLS residents	Same for PLS	Same for RPL
2.	Member: agrees to lend via interlibrary loan to all PLS residents.	Same for PLS, but PLS agrees to share cost of MCLS staff performing service in central library	Same, but PLS agrees to reimburse at $.20 per loan
3A.	MCLS: agrees to provide centralized book processing services (ordering, cataloging, preparation for use) and supplies free of charge to member libraries (purchased from RPL)	MCLS: agrees to extend these services to PLS for which PLS will pay → .	MCLS: agrees to pay RPL $63,000 to process its own materials and to pay $.50 for each $1 worth of materials processed for MCLS and PLS and their member libraries
3B.	Further recentralized processing: Member: guaranteed free choice in selection MCLS: selects vendors Member: guarantees to pay vendors when billed	Same provisions for PLS members	Not applicable: RPL, as provider of service for MCLS, acts for MCLS

NUMBER	MONROE COUNTY LIBRARY SYSTEM AND MEMBER LIBRARY CONTRACT PROVISIONS (1958 AGREEMENT)	PIONEER LIBRARY SYSTEM INTER-SYSTEM CONTRACT: LIBRARIES IN OTHER FOUR COUNTIES (1960)	ROCHESTER PUBLIC LIBRARY CENTRAL LIBRARY CONTRACT WITH MCLS (1960)
	Member: has option to process own materials Member: agrees to use MCLS order forms MCLS: makes decisions on cataloging and classification systems and materials used MCLS: sets monthly book repair quotas		
4.	MCLS: provides free delivery service to members (purchased from RPL)	PLS: provides delivery service to their members	MCLS: agrees to pay RPL 100 percent of cost of delivery to its branches and other MCLS members
5.	Members: agree to comply with regulations of board of regents	Not applicable (PLS have same provisions in contracts with their members)	Same for RPL
6.	Members: agree to keep records and make reports as requested by MCLS	Not applicable	Same for RPL
7.	MCLS: agrees to submit plan of service to commissioner of education for his approval and to supply reports and information that he requests	Same for PLS	Same in RPL contract
8.	MCLS: to advise and counsel member libraries	Not applicable	MCLS: ditto to RPL
9.	MCLS: agrees to share cash grants of $.15 per county capita among member libraries, based upon material expenditure percent of previous year	Not applicable	MCLS includes RPL
10.	MCLS: agrees to conduct six program meetings per year for member libraries	Not applicable	Not included
11.	(See RPL)	Not applicable	MCLS agrees to pay RPL 50 percent of poster and display and multilith services to extend to other MCLS members
12.	(See PLS and RPL)	PLS: agrees to pay MCLS for RPL—$500 per county in lieu of nonresident fee	MCLS: agrees to pay RPL the $500 per county from PLS
13.	Contract is automatically renewed unless terminated by either party at least sixty days prior to 31 December renewal date	Same provision	Same provision

to larger units). The numbers indicate the statewide scope of the services.

1. Coordination:	
a. Direct borrowing access	24
1) Return of materials anywhere	19
2) Bookmobile service	17
3) Station service	12
(Note: Six Western New York library systems have formed a Reciprocal Borrowing Cooperative, extending access via single library card to nineteen counties.)	
b. Interlibrary loan and photocopy service	27
c. Centralized processing of materials	27
d. Library materials selection aides	27
1) Book discussion meetings	23
e. Library materials programs	
1) Rotating collections and bulk loans	27
2) Pool collections	19
3) Book grants to members	17
4) 16mm film collections	26
5) Phonorecord and tape collections	23
f. Delivery service	27
2. Leadership and consultative:	
a. Consultant service –general	27
1) Adult service	10
2) Young adult service	9
3) Children's service	15
4) Audiovisual service	9
b. Workshops and in-service training	
1) For professional staffs	24
2) For trustees	17
3) For clerical staffs	14
4) Program meetings	21
3. Public relations:	
a. Publicity (posters, bookmarks, booklists, news releases)	27
1) Public relations directors	14
2) Display artists	17
3) Exhibits	23
4) Radio programs and spots	21
5) Television programs and spots	10
b. Bulletins and newsletters	25
4 Fiscal: cash grants to members	19

In terms of dollar costs, these were the most expensive system services in 1965:

1. Centralized processing
2. Grants (cash, materials, travel)
3. Consultant service
4. Deposits and rotating collections
5. Bookmobile service
6. Interlibrary loan service
7. Delivery service
8. Public relations services and materials
9. Audiovisual services and materials.

The regional 3R's systems do not yet have the financial resources of public library systems so their list of programs is not as extensive. They have been concentrating their efforts on planning and on programs concerned with: interlibrary loan, delivery service, consultant service, workshops and continuing education, publicity, and bulletins and newsletters.

NETWORK TRENDS IN NEW YORK STATE

The library network history in New York State has been an exciting one. Substantial changes have taken place at the state and regional levels during the twenty-three years of network developments and undoubtedly, there will be further substantial changes in years to come.

At the risk of oversimplification, I will borrow from the computer language and state that we are now in our second generation of network trends at the state and regional levels, and are preparing to embark on our third generation of trends, beginning in 1971.

REGIONAL TRENDS

At the regional level, the first generation included a series of steps that transformed the public library pattern from 650 isolated, independent, and usually, inadequate public library units into twenty-two systems or networks. These networks afforded their individual members great opportunities to extend and improve their services through a great variety of cooperative programs. Some of the twenty-two networks have further joined forces for specific purposes. Examples are three LSCA-funded recruitment projects — based in Rochester, Syracuse, and New York City — established to aid most of the public libraries in the state to meet their long-range professional recruitment needs. Another example of a multisystem program is the Western New York Reciprocal Borrowing Cooperative, through which five library systems serving fourteen counties have a single borrower's card, issued by any of the 200-plus participating libraries, which permits patrons to use public libraries free of charge from the Niagara Frontier to Syracuse and from Lake Ontario to the Pennsylvania border. Culminating this first-generation network development was the formation of ANYLTS in 1966 — the corporation founded to centralize processing of library systems materials at one point in the state of New York.

The second generation of regional networking in the state began with the formation of the nine regional 3R's systems that include public, college, university, and special libraries sharing their resources to better serve their publics. The 3R's development has not only broken down geographical barriers but also the psychological and institutional barriers that have long existed among various types of libraries. This second generation regional movement culminated in a series of statewide programs, the most notable being NYSILL, the communications and interlibrary loan network linking public library systems and 3R's systems with the State Library and with the area and subject resource centers via teletype communications.

Now, as a result of three years of study and work by the Commissioner's Committee on Library Development, we are looking forward to and planning the third generation of regional library networks. CCLD, in its report to the Commissioner of Education, has reaffirmed its faith in the network concept. It stated in its preamble the right of all residents of New York State to free access via their local libraries (whether they be public, school, college, university, or special libraries) to a statewide network. CCLD envisions statewide coverage by special-purpose library networks that are cooperatively planned, jointly financed, and state coordinated, which give all library users access to all library resources and programs through local access. Every library of any type should be eligible for participation in the network. Access to the network services should not be restricted by age. New regional networks serving the special needs of school libraries should be established, and strong programs of coordination should be implemented to guarantee that the three regional networks, public libraries, 3R's, and school libraries, be coordinated to the greatest degree possible. CCLD envisions that these networks should have access to strong nonbook materials collections now lacking in so many sections of the state. It recommends that planning be undertaken to establish relatively strong intermediate libraries in those sections where access to strong central libraries is negated because of great distances. It urges the strengthening of the NYSILL Network and the linking of that network to other strong out-of-state resources. At the community level CCLD looks forward to the day when there may be established a single media agency (library) to serve the general public and students where the community also has benefited from integration of some educational, cultural, health, or social services through physical grouping and functional consolidation. Also at the community level, CCLD urges public libraries and school libraries to examine carefully the potential benefits of concentrating in the elementary school media center the responsibility for meeting all the library needs of all elementary school-age children. CCLD also recommends that a statewide library system to serve the residents of health, welfare, and correctional institutions be established as a single network to bring long overdue quality to institutional library service. It looks forward to the implementation of the ANYLTS statewide processing center and to its expansion or adaptation to provide similar services to all types of libraries in our state.

STATE TRENDS

At the state level we have seen our state library agency move in the first generation from serving inadequately the individual isolated public and school libraries to developing new methods for dealing with public library systems and some emerging regional school library systems. The second generation of statewide networking began with the addition of the Bureau of Academic and Research Libraries to the Division of Library Development to form a new partnership with the regional 3R's systems. For the first time this allowed the state agency to provide service to college and special libraries. In that same generation the State Library initiated the NYSILL network and experimented briefly with facsimile transmission, only to find that we were ahead of our time.

During the third generation of statewide networks, CCLD looks forward to further coordination and strengthening of the library agencies within the State Education Department, bringing together those responsible for all types of library and audiovisual services. It has urged that there be representation in the Commissioner of Education's cabinet by a SED official responsible for and directly involved with library development in our state. CCLD has recommended the establishment of an intradepartmental Council of Education Media and Resources, chaired by the commissioner of libraries, to work toward integration of library planning at the state level. It recommends that the Regents' Advisory Council on Libraries be strengthened and made as representative as possible to maintain a strong partnership between the state agency and those in the field. CCLD expects that the state agency personnel will concentrate much of their efforts on their role as coordinator of statewide and regional library network activities so that maximum benefits from networks will be achieved with minimum duplication or unnecessary effort. CCLD hopes and expects that present and emerging technology will be utilized by state library personnel not only for centralized processing and communications but also to improve public service through new devices such as cable television and developing film and video tape cartridges that promise to revolutionize communications.

The third generation of library networks in New York State, both at regional and state levels, affords librarians and lay library leadership an opportunity for progress in service that should eclipse the achievements of the first two generations of library networks in New York State.

KEY PROBLEMS AND SUGGESTED SOLUTIONS: NETWORK FINANCING, IMPLEMENTATION AND ORGANIZATION

This last section attempts to summarize the key problems that have confronted librarians during network implementation in New York State — in the past and the present. Many of the solutions suggested for today's problems have been devised by the Commissioner's Committee on Library Development in its June 1970 report to Commissioner Ewald Nyquist.

NETWORK FINANCING

1. *Problem:* The current status of library finance is deficient; why seek network funds? Examples: library appropriations are low; local government's property tax and college's tuition income are too narrow bases; most state agencies are underbudgeted.

   Suggested solution: The establishment of networks makes sense to government and education policy makers. Regionalism is a growing trend. Networks can help members demonstrate fiscal needs and seek greater share of state and federal funds not now available — both of which overcome narrow-base problem.

2. *Problem:* How can libraries succeed in gaining network funding?

   Suggested solution: Libraries can succeed by careful studies and planning; by strong legislative campaigns; by hard work and learning from other areas and states; by establishing priorities for the use of state and federal funds.

3. Equity issues

   a. *Problem:* Central libraries of public library systems give far more than they get and are supported by only a small fraction of the systems' population; the same is likely to be true of research network central libraries.

   Suggested solution: The long-range CCLD solution is total library funding by the state. Short-range solutions include: (1) Ear-marked state-aid for central libraries, (2) broader tax base for central libraries, e.g., county or region, (3) special research library collection development fund, (4) require fair payment for services rendered via contact.

   b. *Problem:* Some communities or institutions support library service well; others support poorly and benefit greatly; some districts do not support library service at all, but residents benefit.

   Suggested solution: Set minimal network standards and prevent entry by substandard libraries; admit them provisionally and have the network aid them in order to upgrade themselves; or provide matching state and network funds as an incentive and as a reward for effort.

4. *Problem:* State-aid formulas fail to provide for future increased funding requirements due to inflationary costs, population growth, and increased network service demands.

   Suggested solution: Some solutions include: (*a*) Include inflationary escalation clause in formula if possible, (*b*) key formula to per capita aid so it will grow with population, (*c*) make some services optional, to be financed by libraries requesting service, (*d*) maintain accurate cost records, seek regular reviews of formula, and justify increases needed.

5. *Problem:* State-aid formulas fail to take into account economic variations: varying ability to pay in some regions and higher costs to serve sparsely settled areas and areas with disadvantaged populations.

   Suggested solution: Some solutions include: (*a*) Seek as broad a tax base as possible to limit need for equalization, (*b*) include an equalization and/or sparsity factor in the formula, (*c*) include special formula provision for extra aid to disadvantaged areas (CCLD).

6. *Problem:* There is great fear that libraries that join state or federally financed networks will suffer compensatory losses in local income.

   Suggested solution: It certainly has not happened in New York State in twenty years. ALA national systems study also proved this fear to be unfounded.

7. *Problem:* How do states secure funding for special-purposes statewide networks, e.g., NYSILL and ANYLTS?

Suggested solution: First they must have high state priority in planning and funding. Other points include: giving priority in planning to use of federal and state funds; including percent factor in state-aid formula to finance such networks serving all systems; seeking compensation from user libraries for all or part of services rendered.

ACTIVATING NETWORK IPLEMENTATION

1. *Problem:* Lack of understanding potential value of networks by librarians, policy makers, and by the public.

Suggested solution: Planning leaders must undertake a vigorous educational program.

2. *Problem:* Lack of lay and professional leadership in the regions to spark implementation process.

Suggested solution: State planning leadership (state library association and state agency staff) should seek out potential leadership personnel in the regions. They should utilize individual and group training methods to prepare them for leadership roles.

3. *Problem:* Two additional liabilities: complete satisfaction with the status quo by trustees and librarians and a fear of loss of autonomy if their library joins the network.

Suggested solution: The first attitude, smugness, is most difficult to overcome without offense to the person. Try to involve the individual in the planning process through appeal for his "leadership"; he may learn en route. Response to fear of loss of autonomy is to invite participants in other networks to speak from experience.

4. *Problem:* Personality problems: mistrust, jealousy, and desire for power or leadership.

Suggested solution: Try to involve these people in every step of the regional planning and activation process. They will know what is going on and thus, will have less reason to imagine the worst or to misjudge the abilities of others.

5. *Problem:* Attitude of "isolationism" from other types of libraries: conviction that there is no common interest ground, feeling of superiority, exaggerated concern to protect the interests of their immediate clientele.

Suggested solution: Cite examples of operating networks that include various types of libraries, e.g., New York State's 3R's. Point out use of different area libraries by high school and college students who ignore artificial interlibrary barriers.

6. *Problem:* Fear of imbalance in use by network [illegible] patrons: that their libraries will be asked to provide a disproportionate share of loans and service; concern for inequity of use; desire to restrict network access to select groups, excluding students.

Suggested solution: There are several possible solutions: (*a*) Incorporate in regional or state plan an equitable compensation program so that libraries used most heavily are reimbursed, (*b*) institute access service on a pilot or gradual basis to determine facts in access patterns, (*c*) cite experiences of similar libraries that participate in other networks, (*d*) start interlibrary loan service before access service to minimize direct access impact.

7. Problems with central libraries of networks:

a. *Problem:* Key central library is "luke warm" about accepting responsibility to serve as hub of network.

Suggested solution: A network must provide benefits to the strong, as well as the weak. These benefits usually are cash. Build into network financial plan special aid to strong libraries, e.g., New York State central library aid and adequate compensation for services rendered.

b. *Problem:* No qualified central library exists in the region.

Suggested solution: This is a tough problem. Reexamine the region and seek to enlarge it; or contract with nearest strong library in another network; or build into state and regional formulas special grants to strengthen weak central libraries, e.g., New York State central library book-aid grants.

c. *Problem:* Central library's building is inadequate for new role.

Suggested solution: Seek top priority for central library buildings in any state or federal construction grants, e.g., LSCA Title II grants.

8. *Problem:* Opposition to some potential network services because of fear of their inadequacy, e.g., centralized processing; or desire to share in only limited number of services e.g., interlibrary loans.

Suggested solution: Build flexibility into the network plan, giving members option to select services desired, provided that they meet minimum membership qualifications.

NETWORK ORGANIZATION AND SERVICES

1. *Problem:* Tendency to design networks for single type of libraries, e.g., public libraries or school libraries, to the exclusion of all other types.

Suggested solution: This may be necessary and even desirable at times, but first consideration should be given to a library network in which every type of library is eligible. If single-type library networks are needed, build coordination at regional and state levels, as CCLD recommends. Some services, e.g., delivery and interlibrary loan, are naturals for a multitype library system.

2. *Problem:* Tendency to design inflexible network structures, e.g., New York State 1950 law envisioned only two types of public library systems: consolidated and federated.

Suggested solution: Devise flexible network legislation to permit the greatest variety of network structures, e.g., New York State cooperative public library systems and regional 3R's systems. Add flexibility by permitting regional networks to contract with each other for some services.

3. *Problem:* Danger of planning regional networks that are too small in area, population, or members which will lack the funds necessary to provide a full range of services to its members and the public.

Suggested solution: Some possible solutions include: (*a*) Establish minimum criteria for network eligibility, e.g., New York State public library state-aid law; (*b*) encourage small systems to contract with larger systems for some services by increasing aid for that purpose or giving priority in granting federal funds; (*c*) encourage networks to band together for some services, e.g., New York State ANYLTS.

4. *Problem:* The temptation for small groups of libraries to form exclusive local, regional, or special-purpose networks.

Suggested solution: While some of these may serve useful purposes for their members, try to limit the number. CCLD recommends that such networks be ineligible for state or federal funding unless they are compatible with overall plan and really serve state purposes.

5. *Problem:* The possibility that network planners may overlook their responsibilities to the public.

Suggested solution: Encourage active participation in the evaluation of the networks by students, faculty, research personnel, and the general public through advisory committees, lay network boards of trustees, and evaluation of network performance at regular intervals.

6. *Problem:* The possible failure of regional and state network administrators to involve their member libraries in the policy-making process, resulting in unsatisfactory network relations.

Suggested solution: CCLD makes several recommendations here: (*a*) that networks be required to demonstrate to the state agency that they afford opportunities for member library participation in the network decisionmaking process, (*b*) that the Regents' Advisory Council on Libraries (statewide advisory body) be strengthened and made as representative as possible by solicitation of nominations from he field and limiting the terms of office, (*c*) that the Regents' Advisory Council on Libraries conduct annual spring hearings on library finances and network problems in which library interests could participate.

7. *Problem:* Clarification of the role of the state library agency in network planning, operations, and coordination.

Suggested solution: CCLD makes a number of recommendations on this point: (*a*) Primary responsibility of the state is to insure comprehensive statewide library service network by planning, financial support, and provision of state-level services and facilities; (*b*) state leadership, funds, and expert assistance are required to achieve interstate network linkage; (*c*) state library network responsibilities include: service as unit or center of statewide networks, service as switching center, and coordinating information agency re: acquisitions of major libraries and for insuring state-level adequate bibliographic control of all media; (*d*) the primary consulting role of SED should be to provide leadership and assistance, mainly through specialist consultants, to library networks of all types; (*e*) SED library units should have sufficient staff, properly classified, to carry out CCLD recommendations.

8. *Problem:* Problems of personnel shortages and lack of network-oriented professional staff.

Suggested solution: Some suggested solutions include: (*a*) State agencies should conduct in-service training and continuing education programs dealing with network problems and programs; (*b*) networks, by centralizing some services, reduce the need for some specialists; (*c*) by working together in networks, libraries best can solve their manpower problems, e.g., recruitment, in-service training, and continuing education in many fields; (*d*) CCLD has made many specific recommendations regarding library manpower through its state study.

9. Some major library service problems re: inadequate materials that networks may or may not solve

a. *Problem:* Lack of nonprint materials

Suggested solution: There should be unified media programs in all libraries at all levels, including strong central audiovisual collections and provisions for special nonprint funding programs from State and Federal sources.

b. *Problem:* Duplication of evaluation efforts

Suggested solution: Establishment of a statewide evaluation center.

c. *Problem:* Inability of librarians to examine materials personally

Suggested solution: Establishment of statewide network of materials examination centers.

d. *Problem:* Unnecessary duplication of materials.

Suggested solution: Establishment of coordinated acquisitions programs at regional, state, and interstate levels.

10. *Problem:* Network services, e.g., centralized processing and interlibrary loan, are too slow, inefficient, or costly.

Suggested solution: A working partnership of the state agency and the networks can tackle these tough programs through study, evaluation, and sharing of experiences and methods. Examples in New York State: formation of ANYLTS and great improvement in NYSILL due to evaluation studies and input from networks at regional hearings.

11. *Problem:* The need for a more speedy and effective network communications system and for utilization of modern technology by libraries.

Suggested solution: Here again partnership between the state agency and the networks promises the only solution. CCLD recommends that the state should provide leadership and expertise in exploiting technology for all aspects of library development. Special competencies should be added to SED staff, and reports on important developments should be made regularly to the field. New York State examples: the statewide teletype network, exploration of thruway state delivery service, facsimile transmission experiment, ANYLTS, and state computer program for NYSILL and serials bank.

12. *Problem:* Some of the handicaps of networks inherent in their cooperative nature: slow decision progress, lack of "muscle," least used by the poorest members.

Suggested solution: You do not overcome them, but you can minimize them. If networks are to share policy-making responsibility with members and make services available on optional bases, they cannot at the same time operate in autocratic style. But maybe this is not so bad in the long run. Members are more apt to implement policies which were adopted with their help than those imposed upon them. No one can make a librarian an effective person if he is unwilling.

13. *Problem:* How do you meet the need of evaluation of network performance?

Suggested solution: That is the responsibility of the state agency. In New York State, there have been three major reviews of the public library system, plus evaluation of NYSILL, the facsimile transmission system, and centralized processing. CCLD recommends for New York State: that SED should seek assistance of a public administration-oriented agency with appropriate experience to design a system for evaluation of library service in the state.

NOTES

1. Charles M. Armstrong, *Development of library services in New York State* (Albany, N.Y.: Univ. of the State of New York, 1949), p.

2. New York (State) Governor's Committee on Library Aid, *Library service for all,* report 1950 (Albany, N.Y.. State of New York, 1951), 103p.

3. New York (State) University, *Report of the Commission of Education's committee on public library service, 1957* (Albany, N.Y.: State Education Dept., 1958), 43p.

4. Commissioner's Committee on Reference and Research Library Resources. *Report* (Albany, N.Y.: N.Y. State Library, 1961), 43p.

5. New York (State), Governor's Library Conference, *Proceedings of the first governor's library conference, June 24-25, 1965.* (Albany, N.Y.:), [n.p.] 67p.

6. New York (State) University Office of Research and Evaluation, *Emerging library systems; the 1963-66 evaluation of the New York state public library systems* (Albany, N.Y.: State Education Dept., 1967), 291p.

7. Nelson Associates, Inc. *Implementing centralized processing for the public libraries of New York state ([New York]: the author, 1967), 35p.*

8. ...., *An evaluation of the New York State Library's NYSILL pilot program* (Albany, N.Y.: the author, 1968), 150p.

9. ...., *Interlibrary loan in New York State* (New York: the author, 1969), 1v. (loose-leaf) tables.

The National Commission on Libraries and Information Science is to be congratulated on its lucid, understandable statement regarding school libraries. The members of the Commission in their statement show much understanding of the school library program as an integral part of the child's education and in the role the school library plays in developing the child into a useful, knowledgeable adult. The statement also shows that the Commission has grasped an understanding of the problems which are prevalent and which must be solved in order to have an efficient, useful, functioning school library program.

In order to make existing libraries equal, the best that the Commission envisions, they should suggest the federal funding legislation which would be earmarked to bring school libraries up to the standards set by the American Library Association. A start was made through ESEA Title II which permitted the purchase of both print and non-print materials. Since these funds are being reduced and consolidated with other programs, their aid will soon be less than needed, especially in those districts where local resources do not give the school library program a high priority.

Funding by the federal government should also concern itself with the quality and quantity of the staff. The first priority should be money for state and local districts to staff their school libraries with qualified professionals knowledgeable in both print and non-print materials. Additional money for a clerical staff should be provided in order to free the librarian to work easily and freely with students and faculty. Without the professional librarian and clerical support, all that the library becomes is a mass of unused materials.

The school librarian as a resource person instructs students in the most efficient uses of reference material and teaches them from what sources they will get the most pertinent information. As a consultant, the school librarian works with the faculty in securing materials for the classroom, giving counsel on the kinds of reference assignments which can be handled in the library and in making the library most functional to the student. The librarian also has the responsibility to cultivate a love of reading and good literature by telling stories, giving book talks, or by reading excerpts from interesting volumes.

Funds should also be made available for the improvement of library quarters. The library should be pleasant and esthetically pleasing, have an atmosphere that is inviting with ample space so that materials may be carefully organized and displayed for easy retrieval. In those buildings where there is space, libraries could be renovated or enlarged. Where there is no space, money should be available to subsidize a mobile or demountable library.

Both print and non-print materials are important in the educational process. Funds should be made available for staff and quarters to consolidate the audiovisual materials which at the present time are housed in the library, in classrooms, and also in separate audiovisual areas. Material which is not cataloged is not easily located or used by students or faculty. When it is properly organized and easily retrieved, it is accessible to interdisciplinary teams.

The individual library can be helped by support from regional or national centers. Cooperative schemes can be very useful if they are so arranged that needed material can come to the student and the school within twenty-four hours. A central depository could be in either the local school system or in the public library. It could house supplementary materials which are important, expensive, or rarely used. The basics, print and non-print, should be in each school library. Since students need their questions answered immediately, a depository which is remote is impractical.

Other cooperative efforts which could be developed might provide reliable help in the selection of materials with opportunities for librarians to examine them before buying. Also if all cataloging in publication and production of catalog cards were standardized, eventually school catalogs would become more uniform and efficient.

Of the forms of cooperation suggested here, a national effort would be most useful in providing bibliographic information and uniformity in cataloging. Retrieval of materials would be much more practical on the local level.

School libraries are a vital factor in the educational process and as such must provide the best possible collection of materials to meet the needs of a particular school in the hands of a professional librarian who as teacher, guide, and consultant works with students and faculty to make the library function to its fullest capacity. Funding, federal, state, and local is needed for staff, quarters, and materials. Cooperation, effectively used, will help make the school libraries operate at optimum efficiency.

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Library Services
Board of Public Education
Pittsburgh, Pennsylvania

University of Pittsburgh

GRADUATE SCHOOL OF LIBRARY AND INFORMATION SCIENCES

23 April 1975

Mr. Frederick H. Burkhardt
Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, NW
Washington, DC 20036

Dear Mr. Burkhardt,

Although unable to meet the April 18 deadline I hope that this testimony may be of help in meeting a serious situation concerning librarianship for youth. Evidence is voluminous that city schools in this country are in a state of crisis due to a breakdown in discipline and other factors. A whole Education issue of the Christian Science Monitor, April, 1975, has been devoted to this crisis. Saturday Review articles of April 5, 1975, give added evidence. The April meeting of teachers in Pittsburgh, Pennsylvania, (my city) has been given over to the same subject. My students in the Graduate School of Library and Information Sciences at the University of Pittsburgh report that librarians in city schools can do little but survive through one chaotic day after another.

At the same time there is a movement to center all library services for youth in the schools, bypassing or even closing children's departments in public libraries. It would be hard to conceive of a more tragic blunder.

Another detriment to high quality library service for youth is the trend in some big cities not to fill a vacancy when the co-ordinator of youth services leaves or retires. This is a time when leadership of children's and young adults' services is essential.

I will not be able to give oral testimony on 21 May 1975, but I strongly urge action to maintain and strengthen service to youth in all public libraries. Co-ordinators should be hired in all big city systems and federal funds should be granted to help wherever needed.

Sincerely,

Margaret Hodges/jas

Margaret Hodges
Associate Professor

MH/jas

LIBRARY AND INFORMATION SCIENCES BUILDING, PITTSBURGH, PA 15260 (412) 624-5230

Statement of
Elizabeth P. Hoffman, Consultant
Graduate Department of Library Science
Villanova University

for the National Commission of
Library and Information Science

May 21, 1975

I am Elizabeth P. Hoffman, consultant to the Graduate Department of Library Science at Villanova University. Until March 7, 1975, I was Chief of the Division of School Library Services for the Pennsylvania Department of Education. I am also chairman of the American Library Association Committee on Legislation. Although I am not speaking for that Committee, my remarks are partially based on my experience with that Committee.

The introduction to the Plan outlines the assumptions on which the proposed program is based. It specifically states that the proposal is user oriented. This is followed by a statement of the two major objectives of the program.

The Plan itself gives the reader the feeling that he is confronting a conglomerate. Obviously it must provide for the needs of different people at different levels. However, the proposals deal primarily with recommendations for activities based on procedures already in existence on various levels of sophistication and with suggestions to improve service to audiences already reached. This, in itself, is constructive, but does not reach out to the vast numbers of people who consider libraries, if they think of them at all, a necessary part of a community, but ~~to~~ institutions which have no relevance to them. User groups are listed on page 10 (Second draft, September, 1974) while non-user groups are cited briefly on page 12. With the cumulative need for information, the necessity for self-reeducation, and growing amounts of non-employed time, the library and/or information center of the last part of the twentieth century should assume a vital role in the lives of more people than ever before. There are many references in the plan to the use of new technologies, but this needs augmentative concentration. Proposals for the dissemination of information about information sources is essential. In terms of the potential audience and carefully thought-out techniques for reaching them, the plan needs expansion. This is hinted at on page 39 but merits much more attention. Communication experts need to expand the use of their skills to make "non-communicators" aware of them. The "man on the street" needs to be alerted to the fact that he can "dial a satellite" or "call up" a map or his television. Although this hints of commercialism, it may be almost past the time when that is necessary. Most of us were unaware of how much we needed underarm deodorants until advertising told us so that now we spend more in a given year purchasing them than we do for libraries. Think of how well even a portion of that much money would add to the effectiveness of the Commission.

"More than any other type of library, public libraries are close to the people in the communities in which they exist. Public libraries, including the smallest are the backbone of the library system in America and are the potential windows on any future nationwide network."[1] This has been the traditional attitude, but one which should be reconsidered. With the support of federal dollars through the ESEA Title II and now the Title IV B program, school libraries have grown and developed all over the nation. Because their existence and use is obligatory, they can reach more people and assist them in becoming more knowledgeable in how to obtain what they need. School/public cooperation and coordination of services have to become a stronger reality than ever before. Combinations have in the past been generally unsuccessful. Improvement in this will come with guided experimentation and evaluation in many kinds of communities. Provisions for this should be included in the proposal. Children's services in themselves receive scant attention in the plan, and this area too needs additional work. I'm sure that specialists in this area will make recommendations.

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[1] National Program for Library and Information Services. 2nd draft. September 15, 1974. Page 24.

Because many citizens go no further in formal education than secondary schools, the school library program should continue to receive categorical fiscal support and legal aid to mandate its needs in space, staff, and equipment. Vocational-technical schools will continue to increase. Their programs need thought, as to the direction they should follow and their rôle in total library service.

This leads to the next point to be discussed--the legislative program to be designed to implement the final plan. The costs to carry out the entire program will be so great that support will have to come from a variety of agencies. Priorities for various sections must be established so that program implementation is both logical and possible. The support of not only the library profession but also the entire education profession will be essential for success in gaining legislative action.

This leads directly to the need for the White House Conference on Library and Information Services which President Ford has not yet called. The goals and objectives for this have been spelled out in other places. Statistic information and public awareness of the need for services should be emphasized in planning for the Conference as well as for the preceding governors' conferences. Many librarians think they would like to participate in these conferences, not being aware that the real conferees should be the users. Mayors, borough managers, commissioners, these people must be part of the planning, promoting, and conducting of these conferences. I join with the Commission in urging the President to call the Conference so that funds may be appropriated and plans developed to carry out the necessary duties.

According to Jefferson, "education is a legitimate engine of government." If this be so, the funding of programs designed to coordinate public and private library and information service is a specific responsibility of the federal government. An educated citizenry is the cornerstone of our democratic system. None of us can predetermine precisely our future needs and the technologies that will be used to meet them. Our plans must be broad enough to encompass the new developments and to use them to help those yet unserved. Legislative programs on the local, state, and national level must be sufficiently broad to cover them and restrictive enough that funds cannot be drained away. Education programs for those who will work in these areas must be part of the plan, again with the same qualifications of flexibility and restrictiveness. I anticipate eagerly the supporting documents to be added to the Plan.

A STATEMENT PREPARED FOR
THE NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Washington, D.C.

by

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August 1972

I. Purpose of the Statement

We are social scientists who have been studying the economics of libraries. We learned of the Hearings of the Commission and have prepared this Statement to suggest our views of how economics can be useful to the library profession. As economists and political scientists, we have discovered that there are numerous opportunities for applying the tools of social science to the field of library research.

II. General Background

Public libraries today face a number of crucial issues. Among the most pressing of these are the problems of (1) how to finance public libraries, and (2) how to provide efficient, effective library service. We would like to discuss these two areas from our viewpoint as social scientists.

A. Public Library Financing

State and local governments today face the prospect of decreasing rates of growth in financial resources, and increasing demands for more adequate and efficient public services. References to a "taxpayers' revolt" have begun to appear in the popular press as taxpayers are asking more questions, and with increasing frequency are voting against proposed new tax levies or increases in tax rates. Local government officials are being forced to make hard priority choices as to which public services shall be expanded and which shall be curtailed.

In this decision process, it appears that library services are being judged less vital than other local services. As a result, public libraries are among the victims of budget reallocations. In one city after another, libraries are reporting financial difficulties. The famed New York Metropolitan Library is operating on a drastically reduced schedule. In the Commonwealth of Pennsylvania, the Free Library of Philadelphia has faced severe budget stringencies, and the Mifflin County Library faces certain closing unless emergency funds are forthcoming. These are just a few examples of many. Library revenues have apparently not kept pace with the rising costs of library operation in most parts of the country.

Property value is the major tax base for library support. Depending upon the geographic area, between 60 and 90 percent of present library funds come from property taxes. Yet it is this very tax base that is judged least fair by taxpayers.[1] This current reliance on an unpopular tax base may help to explain the apparent lack of support for public libraries. In the near future, local public libraries will probably be forced to find alternative sources of financing, not only because the property tax is unpopular but also because recent decisions by the California Supreme Court (among others) tend to cast doubt on the property tax as a constitutional means of support for public schools and other services such as public libraries.

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[1] Advisory Commission on Intergovernmental Relations, "Public Opinion and Taxes," May 1972, Washington, D. C. p. 1 ff.

The financing issue then involves the following questions: (1) Should the public library be funded by a special tax base? If so, which base should be used, and on what grounds? (2) What level of government should provide the funding, i.e. in what mix should funding come from the federal, state, and/or local levels? (3) Should the users of the public library share a portion of the direct cost of library operation? On what grounds can such user charges be justified, and what effect would such a funding system have on library operation?

B. Efficiency of Library Delivery Systems

In recent years there has been a decline in circulation in libraries, especially urban libraries. (The Cleveland Public Library, for example, reports that circulation fell from 6.9 million books in 1958 to 4.2 million in 1970.) This decline in the use of library services (reported in area after area), is due to changes in our society. One of these is the proportion of minority disadvantaged and poor who have moved in increasing numbers into our cities. There is evidence that these segments of the population are not inclined to take advantage of traditional library services. In addition, crime in the streets, and the ease of access of other sources of information have diverted the traditional users of libraries to alternative information sources. With a decline in the population served, public libraries are going to have smaller numbers of the public being supporters of requests for library demands on the public treasury. A cursory examination of public referenda on support for libraries reveals a growing tendency of voters to reject them, sometimes by wide margins. (One example: in 1968, voters in Mifflin County, Pennsylvania, voted 9 to 1 against levying a library tax.) The old base of public support seems to have been lost, and apparently there has been little success in establishing a new support base.

In order to provide an effective information service, the library profession is introducing alternative means of providing its services to take into account the needs of people in a new and changing society. There are a number of well-known alternative library delivery systems -- bookmobiles, books-by-mail, store-front libraries and book vans among them. These delivery systems may reach different kinds of consumers, and the effectiveness and cost of these alternatives may differ. In order to maximize the efficiency of library services the following questions should be asked: (1) What is the cost of providing alternative library delivery systems? (2) What are the measurable and unquantifiable benefits of these alternative systems? and (3) What mix of these services will provide the maximum amount of library service within a given library budget?

To the best of our knowledge little is known about the effectiveness of alternative library and information delivery systems, or of alternative library financing methods.

The Commission is to be complimented for its support of preliminary work to determine the availability of information of library funding practices and legal sources. But this is only a beginning. Many more theoretical and empirical questions need to be considered, most of which contain elements of social science and especially economics.

III. Library Economics

Economists have not always been welcomed by the library profession, perhaps partly because of a fear that economics would be misused to the detriment of libraries. However, as a rational science that deals with the allocation of resources, economics can provide a number of useful insights for librarians. First, economics can be used to explore alternative avenues of funding of libraries. Second, it can be used to justify the request for the funding of library services. Third, economics can be used as a tool to evaluate alternative library delivery systems aimed at picking the most efficient and appropriate mix. Finally, economics can be used to forecast and to estimate both the demand for and the supply of library services. In turn, this can be used for the future planning of libraries in the country.

Each of these "uses" is discussed below.

IV. Some Needed Library Economic Research

A. Alternative Funding Sources

The question of alternative funding sources for libraries is crucial. Libraries have not been faring well in the funding contest, and the very basis of their continued financial support is under heavy attack. As the Commission itself has pointed out:

> Resolution III
>
> The National Commission on Libraries and Information Science believes that national equality of access to information is as important as equality in education.
>
> The Commission has considered the implications of recent court decisions, in California and elsewhere, holding that the local property tax is not the proper base for public school funding.

> The Commission believes that the same principle of equality in educational opportunity must be applied to the nation's public libraries and other publicly supported information facilities, whose resources and services are a vital part of the continuing educational process.
>
> If, as is possible under various legal challenges to the system, the current method of funding public schools is changed, library funding must change, too. It would be unfair to have schools operating on a broad tax base, and libraries under a more restrictive one.
>
> The Commission calls upon public libraries and publicly supported information facilities across America to watch these developments closely and to be sure that the target of national equality of access to information for all citizens is a priority, not an afterthought.[2]

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[2] Library of Congress Information Bulletin, Vol. 31, No. 9, March 3, 1972, p. 87.

Now is not only the time to watch these developments; it is also the time to study alternative financing methods and to analyze the economic implications of each of these identified alternatives.

B. Measuring the Costs and Benefits of Library Services

Once cost-benefit analysis is available, librarians and the supporters of libraries will have a base of information on which to propose wise public policy plans. Information scientists have been falling behind other public service professionals in their ability to tell their economic story. They do not currently have the benefit of a large base of economic analysis of library needs and services on which to build their case. As a result their attempts to advocate and justify increased library expenditures have less impact on an increasingly demanding and sophisticated taxpaying population and their elected officials.

The following quote from a Cleveland Public Library publication illustrates several points we have been making, including the way in which library supporters are currently putting their case.

> The major concern of the Cleveland Public Library at this time is one of economic survival to be able to render the important public service which it uniquely performs as a major reference and research library, as well as through its circulation, branch, urban services, hospital and institutions department and other outreach services. We recognize that other branches of government and service organizations have budgetary requirements which must be met. However, this country is becoming increasingly aware that many of its problems cannot be solved merely through the expenditure of money. Problem solving and service offering must be performed by institutions which work, and when there is a community institution which does work, and which, with proper funding, can work very well indeed, its continued effectiveness must be encouraged by the State Legislature through adequate financial support. Few institutions in Greater Cleveland are as effective in meeting and serving community needs in the area of its concern and competence as is the Cleveland Public Library. We cannot afford to let the Library wither and die through a failure to appreciate its need for increased funding to meet the costs of maintaining and expanding its library services to the entire community.
>
> Robert L. Merritt, President Board of Trustees
> Underlining added 1970-1972, Cleveland Public Library

The underlined part of the statement was made without any supporting evidence and we doubt that any currently exists.

It is no longer adequate just to state that libraries are "good." The public is asking for and expects concrete evidence of the facts. More information and economic analysis of libraries is needed. Powerful analytical techniques need to be employed coupled with sound theoretical models of economic systems. Librarians must move toward measurement and analysis -- not only of inputs, but also of output, i.e. of performance and efficiency. Economists and economics can help to provide the necessary research base which is currently lacking in library science.

C. Alternative Delivery Systems

Circulation in libraries is falling as old customers abandon the traditional system. Few new customers find the system useable. As a result, librarians are exploring a number of alternative delivery systems. We believe that social scientists can help librarians in adjusting to society's changing information needs. We believe that economists can help provide answers to questions like: how do alternative library delivery systems work, what do they cost, whom do they benefit, and how large are the benefits; how do patrons and librarians like them; which system is the most efficient, or which mix is the most effective mix of library services? It appears that more effort needs to be directed toward answering these questions.

D. Planning

One of the tools economists use is the concept of supply and demand. Library services could be viewed in this framework. Further research might be directed toward determining the demand for library services and the prospects of supplying this demand at the current and projected levels of library resources. By comparing estimates of demand and supply, library administrators could then move to close the gap. By knowing more about library patrons, their needs and their goals, planning for the future might begin.

V. Conclusions

We hope that this Statement will arouse the interest of librarians in using economics to help in the designing and management of future library systems. We also hope that more social scientists will become interested in the field of library research.

Testimony Before The
National Commission on Libraries & Information Science
Philadelphia
May 21, 1975

My name is John A. Humphry. I am Assistant Commissioner of Education for Libraries, New York State. I appreciate this and previous opportunities to comment on the direction and implementation of plans formulated by the Commission and its staff.

In view of the wide range of client groups to be served and the multiplicity and diversity of levels of library and information services developed throughout the United States to meet these needs, I should like to emphasize one aspect of the Commission's commitment and discuss its implementation.

State Library Agencies in relatively recent years have established for themselves a meaningful role, namely, the provision of information services to state government, and a leadership role in bringing together for planning purposes those librarians and information scientists in a position to assist in marshalling the resources of the state for effective use. This vitally important planning responsibility is an important factor in the successful development of statewide library and information programs. One of the most important responsibilities of the Commission at this time and in my estimation, is to establish an equally vital, essential and useful role for the Federal Government. I would suggest, therefore, at this particular time in the history of libraries and information service that the Federal Government assume the role of funding the interfacing of successful operating statewide programs or those operated by groups of states. The Library Partnership Act, the Interlibrary Cooperation Title of the Library Services and Construction Act, the Networks for Knowledge Title of the Higher Education Act, none of which has been adequately funded, or funded at all comprise the most significant direction that has yet been identified as a unique and readily accepted role for the Federal Government. To be specific, the states or groups of states as leaders in the planning process need funds now to simulate a single service pattern covering a number of jurisdictions. Matters of compatibility, standardization, access, equitable fiscal support will surface and be resolved if operational support is forthcoming. I would suggest that such geographic areas for implementation not be limited to states that are contiguous but between and among successfully operating systems and networks at considerable distances. The new technology and the new communications equipment can thereby be tested and resource sharing can become even more significant and lead us into meaningful patterns of coordinated collection development and effective use of computerized data bases and information banks. We stand at the threshold of an exciting era. The components of networking are better identified, the resources are better known and access problems appreciated.

Thank you for inviting me to comment on your implementation plans.

ELLEN CLARKE BERTRAND LIBRARY
Bucknell University / Lewisburg, Pennsylvania 17837
Telephone: (717) 524-3056
GEO. M. JENKS / UNIVERSITY LIBRARIAN

16 April 1975

Mr. Frederick Burkhardt
Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, NW
Washington, DC 20036

Dear Mr. Burkhardt:

Thank you for the opportunity to submit testimony to the National Commission. I have little new to add but would like to emphasize certain points that the Commission is considering.

It is of the utmost importance that the Library of Congress be able to serve as a national library, not just as collection of books but as a service center for the entire American library community. Its funding for staff and research is inadequate to do the job. I also think that it is unfortunate that the National Library of Medicine and the National Agricultural Library are administratively separate. All major resources at the national level should be part of the Library of Congress. This separation has led to diffusion and duplication of effort.

One of the questions that needs an answer if networks are to be successful is that of copyright. In the sharing of resources libraries are engaged in practices of questionable legality which also raise serious ethical questions in dealing with the reproduction of an author's works. Congress must eventually decide these issues, but the Commission should provide guidance.

A serious problem that confronts the public library is that of ignorance of the public of the library's actual and poetntial service. Librarians are often eager and waiting, with many resources at hand, to serve, but the people go elsewhere. Routine public relations programs still fail to reach most people.

I wish you success in your deliberations.

Sincerely,

Geo M Jenks

GMJ/msm
encl.

National Commission On Libraries And Information Science

The need for one-stop information and referral service in a more and more complex urban society is widely acknowledged. Many governmental and voluntary agencies have information components to acquaint the public with their particular service, but for them the information function is in an auxiliary of their operation. The public library, on the other hand, is by nature an information center , and one of the main functions of the public library network should be to provide reliable information to the public in important practical areas of urban life (employment opportunities, emergency assistance resources, housing matters, legal aid, helth problems, consumer protection, educational and cultural opportunities and recreational activities). The public libraries should enter into the life of the community by providing residents with live information pertinent to their socil needs.

Dedicated to the belief that only at the level of the neighborhood community can a human society be develpped, we, are at the point where the over-centralized responsibility and resources must be returned to the neighborhood. Discussions regarding the neighborhood and community is taking place in the absence of basic community information that is well organized. This information has to be selected organized, and distributed effectively. Because of this lack of information,neighborhoods often engage in irrational conflicts with the city administration by attempting to advance demands for service and capital improvements that would be judged indefensibly by anyone who has access to adequate information. Conversely, because of lack of information, the neighborhoods often fail to detect inequities and fail to advance demands that are adequately supportable. Formal govermental units have official information systems with archives and records. Unofficial political units also have information systems,archives, records, etc., that exist unofficially. Unofficial information Systems are generally characterized by haphazard organization, the absence of standard of verocity, and a considerable mixture of fact and fiction.

Each library system should be a clearing house for important educational, community information and referral centers to direct people toward services available, this service wouldnot be in competition with existing information sources. The libraries should try to establish working relations with all present information agencies large and small, public and private. For these the libraries would serve as the referral agency directing inquries. A much larger segment of the public would be served by the library if people could be made to think libraries first whenever they want information. The information and referral service would especially benefit the disadvantaged, socio-economically and culturally deprived, and the handicapped, as well as the general user of the library. In this sense the service is a direct reflection of the Library's role as an agency of desirable social change. Its effectiveness will depend on a clear understanding of the informational needs of the particular community or neighborhood. A citizen should be able to come to the library to find out what services are available and which community organizations are active and what they do. He should be able to find out what plans the city has for his neighborhood and what public hearing are to be held. He should be able to find out something about the history and plans for his community. Through the public libraries citizens should have access to information that can be used both for meeting their individual needs and for planning and organizing group efforts. On the other hand, city officials should become accustomed to using the libraries in communicating with citizens.

The libraries should plan and coordinate programs and classes to be held in the libraries, and other places in the cities where there is a need:

Consumer Education- with emphasis on day to day problems
Arts and Crafts
How To?
GED, and how to take a test.

plan and coordinate workshops that are essential to the community.

The libraries should establish "Roving Informational, Educational and Cultural Teach-In Bookmobile," and cruiser vans. The Roving Bookmobiles will make regular stops with programs and etc., whereas the cruiser vans will stop where ever they see people. Can you invision what great service this will be to the entire country.

Submitted by
Margaret W. Kemp
Margaret W. Kemp
D.C. Public Library

Frankfurt,April 12,1975

Mr. Frederick Burckhardt, Chairman
National Commission on Libraries and
Information Science
1717 K St., N.W.
Washington, D.C. 20036

Dear Mr. Burckhardt:

The letter from you, addressed to me at Drexel University, was forwarded to me here. It is probably too late to present written testimony; too, I have been away since September and have not been in touch with developments in the U.S. as closely as I should.

Nonetheless, I am pleased to have been asked and I hope to be able to provide some useful information to the Commission on my return to the U.S.

For the past six months I have, with the aid of a Fulbright Research Grant, studied information systems planning and policies underlying such planning on the national and international level. I have concentrated my efforts on the activities of UNISIST, OECD and the European Community on the international level, while my focus on the national level has been Germany (BRD) and England (to a lesser extent). My studies here will be finished in June and I will return to teach at Drexel at that time.

Some topics of possible interest to the Commission might be:

1. Influence of international activities in the information field on national planning activities.

2. Political factors contributing to a national information policy.

3. Differences between German, British and American policies and planning efforts.

4. Description of the exemplary planning procedure developed in Germany to plan a system of sixteen interrelated subject-or mission oriented information networks.

I would be pleased to share the above information and any other data of interest to the Commission in a form most convenient to its members.

Sincerely yours,

B. Kenney

Brigitte L. Kenney

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TESTIMONY

FOR

NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE

Prepared for Mid-Atlantic States Regional Hearing,
Philadelphia, Pa. May 21 1975

by ALLEN KENT, Professor, Library and Information Sciences; and Director, Office of Communications Programs

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UNIVERSITY OF PITTSBURGH
Pittsburgh, Pa. 15260

April 14, 1975

Point of View

The issues discussed are presented from the points of view of "providers of library and information services" and "educators" in the field of library and information science.

Major Issues

There are three major issues we wish to address in this testimony:

(1) Continuing education

(2) Evaluation criteria

(3) Regulatory aspects of networks

Continuing Education

The use of technology and automation awakens many emotions, but most of all it poses a threat. The threat relates to uncertainty of the unknown, worry about machines replacing people, and concern regarding change. The response to threat is sometimes rational and frequently irrational. The rational response leads to the establishment of criteria to be used in evaluating automation programs; the irrational response either sets up straw men which are easily destroyed or merely pokes fun.

It has been difficult to conduct research in library automation. While it has been relatively simple to demonstrate how specific functions and activities could be performed by machines rather than by people, it has been difficult to predict "mass effects" when extrapolated to full operational systems status. And the wherewithal to experiment with automated systems has been difficult to obtain. This led to promising more than could be delivered, and much earlier than could be achieved. It was the only way that automation proponents could have had the opportunity to try out their ideas. So disappointments have resulted.

But automation efforts continued, chiefly because the problem did not go away. The problem is inherent in labor-intensive activities, as labor costs have increased. Library budgets have been pounded mercilessly by inflation. Costs of materials have risen dramatically, leaving less leeway for performing the labor-intensive functions.

Eventually, a few successes began to emerge, and more and more librarians began to pay serious attention, realizing that there was no other way out. Perhaps they were thinking "If you can't lick them, join them."

Library schools began to prepare students with appropriate skills in dealing with machines and systems. The graduates began to appear on the job. Through various continuing education programs, some librarians even became "computernicks" in their own right. But more importantly, the practicing librarians began to prepare themselves to supervise the newcomers, and useful results began to emerge.

As the effects of inflation developed continuing pressures on materials budgets, the need to share resources effectively attracted increasing attention. The potential of using computers and communications (or "compunications") became evident in the design and operation of library networks.

As initial network activities began to develop operational capabilities, it became possible to glimpse cost-effective activities for network participants.

An suddenly library automation came of age!

But "coming of age" has led to librarians wondering how computers and networks will affect the operation of their libraries tomorrow. Questions are raised regarding automation--what to automate; when to automate; how to automate. Should work on automation proceed individually or in consortia; should services be purchased from others; or should automation not be considered at all, and why?

In a sense, these questions cannot be answered unless and until a library establishes evaluation criteria. But before criteria can be developed rationally, there must be a foundation of understanding as to how the field developed, where it is today, and where it might be going tomorrow.

The literature of library automation and networking is replete with case studies, but weak indeed with regard to fundamental expositions that provide library practitioners, administrators, and trustees with a framework they can use to judge proposals that would change the world of libraries and frequently require risk capital to implement.

It would seem wise, therefore, to commission the preparation of texts that will be necessary in developing public understanding.

But, written materials are not sufficient for continuing education. These must be augmented by supporting "miniprograms" offered by the schools of library and information science which are presented in convenient packages, at convenient times, and at convenient locations to facilitate continuing education for those most in need of it. It would appear that stimulation should be provided for these programs, initially through commissioning of model packages that are transportable to various parts of the country and to different levels of audience--the librarian, the administrator, the trustee, and the library user.

Evaluation Criteria

The individual wanting access to information can evaluate library services readily in terms of being able to acquire desired materials in a timely way. The patron's concerns may be stated simply as:

What information is available?
Is it in?
How do I lay hands on it?

The librarian, in serving a local clientele, must provide:

Adequate local resources
Mechanisms for acquiring resources from other libraries
Bibliographic access to both local and distant resources.

The emerging networks, in attempting to serve libraries and their patrons, have tended to deal with only single aspects of this service; for example, in shared cataloging. In order to exhibit cost-effectiveness, the networks have attempted to increase the number of libraries exploiting that single aspect of service.

But individual libraries participating in networks must deal with the entire range of activities required to provide service to patrons--from acquisition through delivery of the end product. The local library is left with the task of integrating the single aspect of network service, and justifying it, in terms of the complete local operation. It is often difficult to evaluate whether or not it is indeed cost-effective, cost-beneficial, or of any value at all.

Alternative options are being made available to the library--through local consortia, competing services, or even "turnkey" operations offered for sale or lease.

Librarians find it difficult to consider evaluation in the absence of suitable criteria. Cost-effectiveness is too naive a criterion; cost-benefit is too amorphous to permit systematic consideration. It appears that thorough studies must be made to analyze "value," so that cost can be placed in an appropriate context. Analysis of "value" could then lead to the establishment of criteria that can be used in the evaluation of offerings and in making judgments.

But it is difficult to apply criteria in library network environments because they are too complex to permit realistic evaluation. It appears, therefore, that significant investment must be made in the development of models which can simulate the range of input options, based on realistic parameters, so that outcomes can be projected.

Regulatory Aspects of Networks

Networking considerations brought standardization issues to the fore. Standardization makes it possible for networks to operate more efficiently. The onrush of events tends to force the issue of standardization before local libraries and regional networks are able to evaluate the consequences of changes in procedures.

Also the complexities of network activities--involving technical, legal, and behavioral questions--are leading to highly specialized teams being formed. The question of integrating and interrelating networks is now attacting attention. A "clubbish" atmosphere is beginning to develop among the specialists, with outsiders excluded, particularly the end user--the one to be served.

As the field seems to be developing now, it seems possible that a natural monopoly may emerge more quickly than one would suppose, but without the regulatory agencies protecting the public interest.

Thus, a new problem is likely to develop for the library world--how to cope with network or supernetwork decisions that may have adverse, or unknown, consequences for the local library or regional consortium. But before coping, how to understand that which requires teams of sophisticated specialists to construct.

It is inefficient to impose regulatory constraints after damage has been done; it can likewise inhibit developments if regulatory constraints are imposed too early.

Attention must therefore be directed to the signals now being received so that regulatory agencies can become involved at an appropriate time.

Robert R. Kepple
*The Johns Hopkins University
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8621 Georgia Avenue
Silver Spring, Maryland 20910
9 April 1975

SHARING SPECIAL LIBRARY RESOURCES

There are over four thousand special libraries in the United States.[1] Although their resources are modest compared to many government, university, or public libraries, and while they are often understaffed and underbudgeted, they usually manage to provide the information required by their users. However, as society grows more complex and as the need for having the right information at the right time becomes ever more urgent, the problem of obtaining this information is becoming increasingly difficult.

An area of major concern to small special libraries is the journal literature. The sciences are becoming more interdisciplinary, many organizations are diversifying, journal and binding costs are rising, shelf space is disappearing, and all special libraries are finding it increasingly difficult to maintain even a core collection of relevant journals. Libraries now spend two or three times as much each year for journals as for books[2], and the gap is growing. If groups of special libraries cooperate to share their journal collections, their costs could be reduced and their service improved.

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* Opinions presented are those of the author. The organizational affiliation is for identification purposes and does not necessarily imply endorsement of the author's views.

In 1964, six small scientific libraries formed such a cooperative arrangement in the Washington-Baltimore area. They merged the listings of their journal collections into a union list containing about 1,000 titles. This union list, titled "Journal Holdings in the Washington-Baltimore Area" was simple and inexpensive to produce, and provided a convenient key to the journal collections of the six libraries.

As the participating libraries started to borrow from each other and learned that they could depend on one another, a strong spirit of cooperation developed among them. This spirit has continued and has played a major role in making this activity a success from its inception. When other libraries in the community learned about this arrangement, they asked to have their journals included in the union list. Gradually the number of participants grew, and by 1973 the "Journal Holdings in the Washington-Baltimore Area" included sixty libraries and more than 5,000 journal titles, primarily in the fields of science and technology. (The 1975 edition is expected to contain the journal holdings of nearly 70 libraries). These libraries now consider the union list their primary tool for obtaining articles from journals not in their own collections.

In 1973, because of rising costs and the increasing size of the publication, the sixty participating libraries formalized the project by establishing the Interlibrary Users Association. An annual fee is assessed each member of the Association, and the money will be used to finance future editions of the union list as well as other projects.

As far as I know, the union list project, as it operates in the Washington-Baltimore area, is unique. There are, of course, many union lists, but most are large, updated infrequently, of general subject coverage, and do not have a well-defined group of special libraries as active participants.

This cooperative union list effort should provide a model for the establishment of other similar projects throughout the country. Ultimately they should be interconnected so that a technical library almost anywhere could have quick and easy access to the journal collections of other libraries, regardless of their locations. After the system was established, other elements of the participants' holdings, such as special-subject collections, could also be included.

Our experience in the Washington-Baltimore area has shown that such an arrangement is extremely effective. Most of the participants agree that the union list and the cooperative spirit that it engenders among all of the members of the Association make this service indispensable to them.

However, proper leadership will be necessary to establish other regional projects. Such leadership must come from the Federal Government. Using the model that has been established in the Washington-Baltimore area, and perhaps working through the Special Libraries Association, it should not be too difficult to interest several of the leading special libraries in a number of different areas to pool their resources and publish a union list. This effort would come at a time when the emergence of CONSER could greatly facilitate the generation of such union lists. Once a regional union list is started, our experience has shown that it will develop rapidly. In the initial stages some financial assistance might be required, but eventually the project should become self-sufficient from the fees assessed the members.

After a number of regional interlibrary projects have been established, the next step would be to create a mechanism for connecting them so that all participating libraries could communicate with, borrow from, and lend to one another. Setting up such a network would also require leadership and support from the Federal Government, but here again, the costs should be small.

One problem that may later emerge in sharing journal collections is that of copyright. At present the "lending" library simply sends a photocopy of the requested article to the "borrowing" library. Despite the Supreme Court's split-decision upholding the present system, it is possible that Congress will decide that libraries should pay publishers a royalty whenever a photocopy is made of an article. If that happens, regional projects would make the payment of such charges much simpler. When the Interlibrary Users Association contacted the Williams and Wilkins Company concerning this problem, the publishers informed the Association that they would prefer to deal with an Association or a group of libraries rather than with each individual library.

Establishing a national network of special libraries would be a relatively simple operation requiring no sophisticated computer or any devices beyond the existing state-of-the-art. In the beginning, the groups could simply exchange union lists and use the mail for request and article transmission as they do now. Ultimately, perhaps, more rapid exchange could be effected by use of facsimile transmission techniques. What it would require, however, would be the support and leadership of the Federal Government, first to establish the regional cooperative projects and then to link them together into a national system. In return, the government would reap the benefits that result from the increased flow of information among commercial, governmental, industrial, and research organizations. Such a system would strengthen our country's entire research effort at a time when this research has become more vital than ever to our Nation's future.

1. American Library Directory, 28th edition. 1972-73, New York, R. R. Bowker Company, 1972.
2. Randall, G. E. Randall's Rationalized Ratios. Special Libraries 66, (No. 1): 6-11 (Jan. 1975).

THE ROLE AND SUPPORT OF PUBLIC LIBRARIES

A Statement Submitted to the National
Commission on Libraries and Information Sciences

What are public libraries good for? How do they fit into a national program for libraries and information science? How can they be organized to provide equal access to all citizens?

Public libraries were established to collect scarce intellectual resources so that the general public could share them. That is still a useful function, but with the change from working to middle class clientele, the library has wandered into other paths. Since information for decision-making, whether at the level of deciding to call someone to get rid of rats, or deciding on floating a bond issue is needed more than ever, the ability of the public library to provide pertinent information is being questioned. Proponents of electronic hardware and devisers of software are suggesting that information can be piped into each home, rather like a high-class Muzak, but skilled reference librarians know that the hardest part of answering a question if finding out what the questioner really wants to know. It is a process that finally narrows down the possibilities through a dialog between two people. The difference between this process and the querying of a computer is that the people involved have more than facts in their heads; they have frames of reference, experiences; in short, knowledge as well as information. Of course, there are many questions of fact that can and should be answered mechanically. But, there are more informational needs that cannot be handled this way. Nor can all the materials needed to make decisions, and to be informed, be owned by each citizen. A central resource, run by real human beings is going to be needed for the foreseeable future.

Public libraries also provide a social contact in which individuals can encounter ideas, and connect with other people's ideas. This is not a frivolous function. A building that is open many hours, with no restrictions on who may enter, and no charge for its services, creates a sense of community in an increasingly alienated society. The value of information is that it can become knowledge; while this transformation may take place in a formal setting, for adults who have finished their schooling, the same process operates on a voluntary basis. Where better than in the unstructured, friendly public library?

In planning for the future of public libraries, there will have to be changes in the basic funding patterns. Public libraries have traditionally been a local concern, supported by local funds, whether in the form of gifts and bequests, or in the form of taxes raised by the local jurisdiction. This parallels the way in which public schools have been funded, with one important difference. Since school attendance is compulsory, local funds have come to be increased by infusions of state and federal monies. The citizens, speaking through their legislators, have made it clear that schools are so essential they must be paid for out of larger resources than the local property tax will yield. They have also made it clear that the decisions about how money shall be spent, whether it comes from township, state or federal sources, is a matter for local decision. States, and the federal government, on the other hand, have insisted on adherence to standards of performance, in order to qualify for aid. In recent years, several states, New Jersey being one of the most notable, have attempted to grapple with the issue of equality of educational opportunity. Judicial decisions have held that local property taxes discriminate against the poor in favor of the well-to-do communities with solid tax bases. In a historic decision, the New Jersey legislature has been ordered to prepare a plan for a "thorough and efficient" education for all its children, regardless of their place of residence or the accident of local land values. California and Texas have similar cases under study.

If we agree that all children deserve an equal opportunity to learn, then we should also agree that adults out of school, but still in need of learning opportunities deserve equal access to sources of information. I believe that this line of reasoning puts public libraries in the same light as public schools; hence, a "thorough and efficient" education should include the support of adequate public libraries that are part of a life-long educational opportunity, whether through formal classroom channels, or as a voluntary self-education process for a whole life-time. Consequently, I believe that libraries should be funded by state-wide taxes, administered through a system of adequately stocked, staffed and housed library centers, readily accessible, and open to use by any resident of the state. Regional areas that cross state lines should be able to work out their systems so that the natural flow of people is not impeded; a regional authority with the power to raise proportionate shares of funds from each state involved is one way to handle such complexes as the Philadelphia nine-county metropolitan area. Those functions of the public library that involve networks, cooperative services and extensive inter-library loan should draw on federal sources for their support. I believe that it is the role of federal agencies to promote research into new methods, to provide scholarship funds so that there is a nation-wide pool of professional workers to draw on, and to encourage development of special services to minorities. States with inadequate tax resources should benefit most from federal assistance, those that are comparatively rich should make the best use of their own funds. Any pattern of funding that rewards the rich and discriminates against the poor should be revised. No formula or plan, however grand in concept or detailed in design, will bring instant paradise. There will always be inequities, communities without good service, and areas with a high concentration of resources. But the principle of equal access to limited resources should be the guiding one. Such a system is only possible when resources are raised from a broad area, allocated with the needs of all in mind, and administered with healthy doses of citizen participation.

Respectfully submitted,

Nina Sydney Ladof
Director
Camden County Library

Seaford Special School District
Seaford, Delaware 19973

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TESTIMONY FROM IRENE LARRIMORE

The mass and completeness of data already compiled and the varied input collected in the Annual Report and the second draft for a National Program for Library and Information Services restrains me from reiterating similar ideas and opinions. Somehow anything that I can contribute seems minimal unless my background, place of residence and community participation and experience might underscore or emphasize the published findings.

It seems appropriate that I outline my activities since they may determine the worth of my contribution.

I have served as a public library trustee for over 25 years; for over 10 years I have been a high school librarian and coordinator of our school District libraries. Presently I am serving as the President of the Delaware Library Association. Last year I was appointed chairman of a committee to write an ordinance for a new county library system. Other germane connections: member of the local school board, the Sussex County Vocational Technical School Board, and the State Advisory Council for Career Education.

I certainly concur that regional and national services under the sponsorship of a National Library Commission is essential. The suggestions for serving the sparsely populated areas and those persons with special needs are heartening for a state such as ours. Funding, of course, is an ever present issue both for the small public libraries and the school libraries. Since the time of Federal funding, we have made some progress and have improved our ability to fulfill more of the needs of our users. An example would be that inter-library loan of materials was initiated. Our school libraries under federal funding became media centers. Because of the help of federal funds, many of our school libraries, now true media centers, have audiovisual materials and enriched print collections to supplement the curriculum and serve the students and faculty needs.

Delaware, a small state, with little governmental interest in libraries needs the type of help that the National program for Library and Information Services is projecting. When the federal aid was reduced, the State officials deleted the State Librarian's position and many phases of library programs. Through much lobbying and many meetings the Delaware Library Association and other interested citizens testified that Delaware is in a unique position to organize a statewide system of libraries. We could have an exemplary program of services emitting from a single agency that would provide a wide and extensive variety of materials for every individual in the state and at the same time preserve libraries established through local initiative if so desired. A single statewide system would have proven less costly to the taxpayer than regional or county systems. But this was not to be.

The new State Library Law requires 3 county systems. Because of our insistence it mandates a State Librarian's position to be filled by a librarian with advanced professional qualifications and experience. However, the State has not done this.

The proposed National Program for Library and Information Services is not only reassuring but enabling. It enables us to develop new programs. It enables us to speculate about library functions in ways that are new. It enables us to champion our philosophy that the libraries of America should be an active contributor to the academic and cultural life of America. Libraries are necessary to all the American people. Most want to know that the answers, when needed, are close by in their libraries. The recent enthusiastic interest in adult education certainly proves the necessity for libraries that can fulfill the user's needs. Our libraries have needed leadership and cooperative programs. The heart of the small inadequate libraries has beat faithfully all these years but in a body grumbling with age and strained beyond its endurance by inadequate budgets, materials and facilities.

GERTRUDE KISTLER MEMORIAL LIBRARY
ROSEMONT COLLEGE
ROSEMONT, PENNSYLVANIA 19010

April 18, 1975.

To: National Commission on Libraries
and Information Science

From: Sister Mary Dennis Lynch, SHCJ
Rosemont College

Re: National Program for Library and
Information Services

As I draft considerations for NCLIS regarding a program for national library and information services, I shall endeavor not to repeat the obvious, which has been recorded numerous times, but rather emphasize what seem to be more obscure points.

While developing and using the new technology in order to establish an integrated nationwide network, we must not lose sight of the value of the basic resource, the written work, in its primary form, i.e., newsprint, periodicals and books. The cultural as well as intellectual value of the printed word must also be supported; the affective value of handling a book must be encouraged.

The major plea regarding service which I would make would concern the support and encouragement of the small library. As we develop networks we tend to think of the major public and private collections with the thought that if we gather materials in large collections in strategic places in the individual states we can serve all needs. The managers of these large collections then tend to feel "preyed" upon by the demands placed on their collections and services. Let us build from the bottom up by encouraging even the smallest unit, financially and otherwise, to be strong in materials and service within given parameters - and so up the line. As a result the larger libraries need have, not everything, but in-depth collections in the given subject areas for which each is responsible. Let us support the smaller institutions financially so that they may be "on-line" in a computer network and, therefore, be able to give thorough and professional service to patrons, using resources from varied sources. We can thus avoid the philosophy expressed in such statements as "I always ask the University of ______, for they have everything and my chances of hits are greater." Then, we can establish a professional attitude of searching for materials from the nearest, geographically but also in type and size, library or information bank, going to the "largest" for the more esoteric.

We must also keep in mind that a special, and often a small, library may in some instances be the only source for truly rare and little known items. We must make sure that all special collections are recorded in any national data bank. Only too often such material is unavailable today, for the small institution cannot afford the fees charged for joining the existing cataloging networks.

My special plea, then, is for the recognition of the great service that smaller libraries can give to the nation, both directly and indirectly, if properly incorporated into the respective state as well as into the national network. We can relieve the larger libraries by supporting and serving one another to the best of our resources and abilities. We can also provide some scarce and "hidden" support to "national resources" if our collections are "on-line."

My warning to NCLIS would be not to let networking, technology, need for "information" become so important that libraries, books, and the interaction of people suffer through inadequate financial support and encouragement. Moreover, while we must support adequately to give needed services, we must not let commercialism take over.

Thank you.

DISTRICT OF COLUMBIA
PUBLIC LIBRARY

April 18th, 1975

National Commission on Libraries and
Information Science
1717 K Street N.W. Suite 601
Washington, D.C. 20036

To Whom It May Concern:

I would like to comment on the second draft of the proposed National Program for Library and Information Services.

The Special Services Division renders library service to blind, homebound, and institutionalized persons living in the District of Columbia. I have worked in this area of service for over fifteen years. During that time I have become convinced that the use of cable television with a subchannel is the vehicle for delivery of information services to this isolated population.

Banks of videotapes available for distribution throughout regions of the country could serve municipalities responsible for programming. Contents would range from law courses for inmates to daily living activities training for the mentally subnormal; from education courses for homebound students including vocational retraining for injured workers to tax information for the homebound homeowner. Recorded materials produced by the Library of Congress, Division for the Blind and Physically Handicapped, would be carried by subchannel.

Programs which are either under study or in the first stages of development which demonstrate this service in part are the Washington Ear in Silver Spring, Maryland, a radio station for the blind using WETA subchannel, and a MITRE Corporation, Boston, proposal to use cable television subchannels to serve blind readers in their homes which is now under research and development by the Library of Congress.

I respectfully suggest that the use of cable television be examined for possible use in this area of informational need.

Yours very truly,

Grace J. Lyons

Grace J. Lyons, Chief
Special Services Division

901 G ST., N.W. • WASHINGTON, D.C. • 20001

LOWELL A. MARTIN

89 ROSE STREET, METUCHEN, NEW JERSEY 08840

March 11, 1975

Frederick Burkhardt, Chairman
National Commission on Libraries and Information Science
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

I have hesitated to respond to your letter of March 4 asking for comments prior to the Hearing in Philadelphia, because I find my own thinking about the present stage and the future development of libraries and information service so at variance with the position of the National Commission on Libraries and Information Science. However, I do have a responsibility to indicate at least briefly the nature of the difference in viewpoint, and to suggest the direction in which I believe Commission efforts should be directed in the next period, even though your course now seems fairly well set.

In my opinion the National Program proposed by the Commission rests on several basic assumptions that must be questioned:

1. Implied throughout the Program is the assumption that (a) building information resources and (b) providing access to them will by themselves lead to their use by people who need the information. What evidence we have challenges this assumption at various levels, for example on the part of scientists on the one side and of under-educated slum residents on the other. The essential problem may not be the quantity of material in collections nor establishment of networks among them but rather the conception, nature and effectiveness of service at the point of user contact.

2. Implicit throughout the National Program is the assumption that all or most information service is or will be supplied by libraries or library-like agencies. What evidence we have indicates that many people, again both specialists and non-specialists, get their information from a variety of non-library sources, and will continue doing so. Any "national program" should address the totality of information sources and channels, not just that portion staffed by library and information professionals.

3. Implicit throughout the National Program is the assumption that coordinating or integrating on a national basis the diversified information networks that have grown up for various purposes and groups is desirable and necessary. What evidence we have indicates that information systems become more effective to the extent that they diversify and concentrate on clear and distinct targets — whether Medline at one level or a slum community information program at another.

Put differently, I feel first that the Commission's work rests on a flimsy base of information about user needs and responses, but this has not prevented the group from going on to prepare a "Program". I feel further that the Commission's conception of information and how it is conveyed has been narrow and institutional, confined artificially to that part of the information system that is contained in libraries and closely-related agencies. And I feel finally that the Commission has fastened upon a concept of national order for the information system that does not apply in any other sector of American life, whether business, education, research, entertainment or communication in general. Information networks, in my view, are part of the existing systems in the society, their life blood in a sense, and not a distinct entity that can be separated out and put into a national super-structure.

What may be needed is not so much a national tieing together of existing institutional information sources, not even a strengthening of these sources at the local level, but a prior exploration to really determine information needs, then a campaign to build up both institutional and non-institutional sources of information to meet the determined needs, and along the way a continuing educational effort to relate people to sources which already exist and to new sources to be established when needs and responses are determined. This would mean research to fill gaps in our understanding of the information process, it would mean demonstrations in the field to achieve improved service, it would mean dissemination of information about information sources to people high and low, and it would mean advocating policies in the national government that relate to a whole range of national concerns in which information plays a part. This it seems to me is what the national government has done for agriculture, for the financial structure, for education, for medicine — and not the establishment of a "nationwide" system or network.

The program I have just sketched briefly would be a more complex task than urging the federal government to put money into local libraries and setting up a national computerized network. It would depart from the established pattern of institutions that have grown up in the past to provide information, and would involve experiments in new delivery systems rather than coordinating those that exist. Essentially, it would cast the National Commission in a policy rather than a project role.

I don't want to beat the horse further, but I fear that the National Commission has designed a program from ignorance (which we all share), and that it is dealing with the super-structure and not the foundation of the problem.

Respectfully sublitted

Lowell A. Martin

The development of networks of information on national and state levels is necessary and overdue, from the standpoint of long-range efficiency and should be implemented. Thirty years ago we told patrons "I can get you any book you need through interlibrary loan", and it was generally true. More and more interlibrary loan requests go unsatisfied, partly because of the tremendous growth in the amount of material published, partly because the steps needed to locate and borrow the material have become too cumbersome.

Concurrently with development of national and state networks, we desperately need help on the local level to permit us to develop staff knowledgeable about computer technology and able to devote their time exclusively to setting up the necessary programs to take advantage of new technology. Librarians generally have superficial training in this area, and it is a field that requires constant study, not an occasional week-end conference. There are cities and towns which own computers that are not fully used, but public and school libraries that could hook into them don't have the personnel to develop programs, or take advantage of programs that already exist. As mentioned on p. 109, "the revenue sharing mechanism does not work well for libraries" and LSCA funds, granted on a year by year basis do not permit development of long range programs, nor give sufficient stimulus to local governments to pick up the tab for LSCA projects when they are no longer federally funded.

City budget managers, when approached with a plan that will cost $40,000 this year, but will save the cost of 5 new employees @ $8,000 plus fringe benefits three years hence and for many years thereafter tend to say, "but we don't have an extra $40,000 this year". A five-year plan, with input of federal funds on a matching basis would enable many large local libraries or systems to move their local budget departments off dead center and in five years' time the computerized system should be proving its value, not only as a money-saving tool, but as a means of providing more information in less time.

To continue finding information by searching six books and making four phone calls, knowing full well that half a dozen other librarians in your county are probably going through the same process on the same day is like building your own car from start to finish, as though General Motors did not exist.

Funding for the development of networks should be accompanied by funding that will make it possible for many localities to take advantage of these networks. Local libraries will become less and less able to respond to requests for information unless they get this help, yet they are the place where the average citizen should be able to look for help. He can't go to university or business libraries: he is frustrated and bewildered by the red tape and complicated bureaucracy of government, and he often needs to pursue his information outside of 9 - 5, Monday through Friday working hours. The library is a neutral point, open during the hours he needs help, with skilled information specialists able to find what he needs provided that the librarian has the tools.

Respectfully submitted,

George A. Minervini, D.D.S.
Columbia University

STATEMENT OF JAMES A. MONTGOMERY, JR.

My name is James A. Montgomery, Jr. I reside at 42 Crosby Brown Road, Gladwyne, Pennsylvania 19035. I appreciate the opportunity to submit a written statement to your Commission as President of the Board of Trustees of the Free Library of Philadelphia.

Keith Doms, the Director of the Free Library, has described in his statement the organization and functions of the Library and the special problems it faces for a great city. I do not intend to repeat what he has said; but I do want to stress the point which he has made as to the need for some Federal assistance.

It has become routine for the Federal Government to make grants and give subsidies in many fields. This being the case, I know of no area - except that of health - where there is a greater justification for subsidies than that of public libraries. Libraries are basic to education in the fundamental sense of that term. I am convinced that if Washington supplies the means to guarantee healthy and informed and well-educated citizenry, this country need have no fears about maintaining its standing in the world.

In suggesting federal support for libraries, I of course recognize the obligation of local units of government to fulfill their own responsibilities in this field. Many libraries are purely local in their operations, and it may be that if they are given access to an adequate national information system, they do not and should not expect additional federal support.

This is something which is beyond my competence to evaluate, but I hope your Commission will analyze the problem and make some determination as to the need for assistance to libraries generally.

In any event, what I do suggest is that as an initial step, your Commission consider large metropolitan libraries as a special case and give serious consideration to their needs.

I do so because a library such as the Free Library of Philadelphia is not a local library, and therefore the division between what is properly a municipal responsibility and what is a federal responsibility has little meaning as applied to it.

The Free Library of Philadelphia and other libraries like it, are in fact regional resource library centers. Indeed, this has already been recognized by the Commonwealth of Pennsylvania. As a reference library and major information center, as well as a source of scarce and unusual materials, it serves not only the citizens of Philadelphia but the residents of neighboring counties and in fact many residents of neighboring states who do not have easy access to a library facility of this depth. The City of Philadelphia can not equitably be expected to assume the entire burden of support of such an operation with its limited resources and limited taxing power.

Since the operations of the Free Library transcend not only city but county and even state lines, this seems to me to be a logical area for federal assistance, and in keeping with our national philosophy as to subsidies in other fields. I, therefore, commend the proposal to you for your serious attention.

James A. Montgomery Jr

UNIVERSITY OF DELAWARE
NEWARK, DELAWARE
19711

THE UNIVERSITY LIBRARY

April 15, 1975

MEMORANDUM

TO: Mr. Frederick Burkhardt, Chairman
National Commission on Libraries and Information Science

From: Ernest A. Muro
Head, Circulation Librarian

Re: Written testimony for the Official Record of the National Committee on Libraries

If the purpose of this conference on library and information services is to solicit and then develop sound recommendations for the improvement of libraries and information centers, then it is my explicit concern to categorize several areas relating ultimately to the needs of the user. I wish to present several items, from the viewpoint of an educator-librarian, relating to the known and unknown demands for information in regard to user access of public information.

Libraries and other structured Information Centers have a long tradition of providing a variety of services to users of all ages, and levels of education. However, these entities have not always planned carefully for their own growth and development to satisfy existing use patterns and provide service for the underprivileged in preparation for the major transition that is at hand. Urban evolution has bombarded traditional library services with demands for alteration of organization and service patterns. This trend must deal with demands for information that are uncommon and in most cases unavailable through established print depositories. The technological lag has bewildered our traditional information organization and has retarded innovative information packaging and information transfer. Equally significant to the technological lag that exists in libraries has been the exposure by the user to many new improvements, luxuries, and conveniences for a more modern lifestyle in both home and recreation. Subsequently, the latent professional support in coping with the handling and dissiminating of selected information as requested by the user compounds the problem of providing just the right information in the proper format at the user comprehension level. The user in most cases is receiving a broader spectrum of interdisciplinary education and due to this exposure needs and oftentimes demands that the current state of modern technology be applied directly to satisfy his information needs.

The national program criteria as listed on page 3 in the 1972-1973 Annual Report established the goals and behavioral objectives that must now be satisfied by the national program and its direct interface with that of state agencies. As an educator-librarian and professional library administrator, I endorse a National Library Program that maintains political respect within the Office of Education. Libraries, public information centers, and schools of Library and Information Sciences often form the captive audiences that administratively and financially are dependent upon a higher authority. This higher authority might be a Board of Trustees, the Department of Public Instruction at the state level, or a combination of the Office of Education and its direct interface within state government. Therefore, I am suggesting the following specific criteria to be applied to the national programs goals and objectives as stated in the Annual Report.

1) The conceptualization of a National Information Network should be well-defined by thorough systems study through evaluation of earlier research data generated by SDC, et.al. This networking model would be designed as an information transfer system that would disseminate information through the network nodes originating from the user requests through the national information center.

2) The prime mover would be the National Centers for the respective sub-networks that would have direct interface and process referrals, etc., from Regional centers. Regional centers would, therefore, be interfaced directly with statewide network operations.

3) A simulation model of this network should be designed for testing and limited implimentation.

4) Peer group evaluations of the networking operations provide the mandatory feedback for the refinement of the simulation model and provide service and cost effeciency studies that render positive evidence that adequacy of operation and satisfaction of public access has been achieved.

5) From this test implementation model, the formulation of research and federal program assistance would establish intensive training for professionals that interface between our National Information System Network and the needs of the user. Professional training and systems requirements should demand an excellence that at present for the reasons stated above are not being met within our professional programs. At this stage the national commission would critically monitor the information network and reinforce those institutions of professional training that excel.

6) The above five points establish information services for all - rich and poor, gifted or disadvantaged - to satisfy information needs at the level and the rate of the learner.

Cooperation between national and state government and the private information sector will require yet another network interface that can be completed only after a national program with priorities can be established and objectively evaluated as satisfying the intended goals set forth. Obviously, This is a competitive environment and within our democratic society this challenge for competition must be equated with a challenge for cooperation between every element of the system network.

The National Program for Library and Information Services is a forward-looking document that indicates the directions for future library development. Great stress has been placed on a national network for disseminating information which is undoubtedly vital to insure equal access of information to all citizens. Networking and the application of technology will be an important component in future school library development. Application of technology in large school districts and cooperative arrangements among smaller districts, will aid in reducing technical processing costs, eliminating duplication of work by individual schools, and providing materials sharing.

The school library is an integral part of the teaching-learning process and provides print and nonprint materials to support and enrich the curriculum. The school library, to quote the report: "...often gives the child his first exposure to information resources and molds his information behavior for the future." Therefore, an adequate program must be available. Continued and increased federal support must be forthcoming to provide professional and supportive staff, a variety of print and nonprint materials, and the application of technology.

Large urban school districts must meet the needs of a large, diverse population by providing a variety of materials for its various component groups including the educationally deprived, visually and physically handicapped, ethnic and racial groups, and non-English speaking students.

A combination of funds from Title II ESEA and local school district support enabled school districts to build collections which, although growing, still fall short in meeting the needs of the student. Continued categorical aid is still needed to provide this variety of material.

Professional librarians, teacher certified, assisted by adequate supportive staff are needed in every school to conduct this basic component of the educational program and insure the maximum utilization of library materials.

Thus, a strong library program for the young people of today should be given top priority by the Commission as this generation will be the sophisticated users and beneficiaries of the national information system of the future.

Joan B. Myers
Assistant Director
Charge of Libraries
The School District of Philadelphia
Board of Education

ROCHESTER REGIONAL RESEARCH LIBRARY COUNCIL
50 WEST MAIN STREET • ROOM 200 • ROCHESTER, NEW YORK. 14614 • TELEPHONE 716/232-7930

April 24, 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries and Information Science
Suite 601 - 1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

My apologies for missing the April 18 deadline for submitting copy for my testimony. I will not be able to attend the May 21 hearing, much as I would like to do so. I am very involved in lobbying for a bill in our state legislature that would give statutory funding for the 3Rs (Reference and Research Resources) library program. That activity and running this Council make for very full days.

I did peruse the second draft of "A National Program for Library and Information Services" which you sent me. I agree with the notion that imaginative legislation is needed to create and sustain the networking activities we need. The model (3Rs) that we have been testing here in New York State for the past 7 years has proven its feasibility and worth. Our failure has been our inability to secure statutory funding at even just a floor level!

I would like to reaffirm the statement on pages 20 and 21 relating to the need for the Congress to get involved in drafting new legislation that will promote the development of networks that build bridges between existing resources, improve the resources through coordinated purchases, and provide a means to "merchandise" the contents of our libraries and information centers--by merchandising I mean the customized packaging of information in a format that is useful to the user.

Referring to page 27 and the end of the statement on special libraries: "devising a network mechanism by which selected holdings and services of special libraries can be made available to more people throughout the country would be extremely beneficial to the nation." May I point out that we have a mini-model of this kind of network here in the Rochester metropolitan area. Our enclosed annual report lists our 17 corporate special libraries, and our Interlibrary loan statistics are a prime example of special libraries sharing their resources with the public and academic library users. Through our continuing education programs the special libraries share their range of expertises; they also donate consultation time to their colleagues from the other types of libraries.

On page 34 dealing with federal libraries. I have worked in one federal library, and have dealt with a few federal librarians. In my experience they are just about the most insular and uncooperative (even among themselves) group. Unless the situation has improved in this past decade, there is ample room for improvement in this sector. Both as a librarian and as a taxpayer, I object to these librarians' unwillingness to share resources with other types of libraries--resources purchased with taxpayers monies!

By and large I am in agreement with the NCLIS statement. If we could achieve a fraction of the goals, users would be better served.

Sincerely,

Evaline B. Neff

Evaline B. Neff
Executive Director

EBN:ck

EDWARD J. PATTEN
15TH DIST., NEW JERSEY

[illegible]

Congress of the United States
House of Representatives
Washington, D.C. 20515

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May 9, 1975

Frederick Burkhardt
Chairman of the National Commission
on Libraries and Information Science
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Chairman:

Because of my inability to attend the Mid-Atlantic States Regional Hearing on 21 May 1975, I am sending this statement reflecting my full support for the National Commission, and the establishment of a National Program that would efficiently coordinate library and information resources throughout the nation.

The National Program for which the National Commission is striving provides for full and complete access to educational materials for every citizen. This worthwhile system involves telecommunications, computers, and microfilm technology.

In my position, I fully understand the ramifications of a National Program and the beneficial effect it would have on the people of the United States. In my long years of public service I have been in constant and continuous contact with education and with many areas that require large amounts of research. Therefore, I recognize and support the importance and scope of the National Commission and its goals.

I am familiar with Public Law 91-345 which established the National Commission and comprehend the realm of the activities and responsibilities set out by the law.

The National Commission alone cannot accomplish its goals without intimate and cooperative relations with the United States Government. Public Law 91-345 is a starting point for constructive and highly progressive action, combining the efforts of the President, the Congress, and the National Commission. In authorizing a White House Conference, the law is instrumental in initiating the growth of an efficient, coordinated, and much needed Nationwide Library Network.

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LENAPE REGIONAL HIGH SCHOOL DISTRICT
CHURCH & HARTFORD ROADS
MEDFORD, NEW JERSEY 08055
609-654-5111

K. KIKI KONSTANTINOS, *Superintendent*
R. G. CASTLE, *Assistant Superintendent*

LENAPE HIGH SCHOOL
SHAWNEE HIGH SCHOOL
CHEROKEE HIGH SCHOOL

April 16, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries & Information Science
Suite 601
1717 K Street, N.W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

Thank you for the opportunity to study the second draft of the proposed National Program for Library and Information Services and for the invitation to respond to the draft prior to the Mid-Atlantic States Regional Hearing. I shall appreciate the privilege of having my concerns become part of the official hearing record. Altho the statements are not supportable by R&D statistics they reflect the experience and thinking of many library users, parents, students, teachers, and school administrators with whom I've worked as a student, parent, graduate student, librarian and school administrator over a period spanning more than twenty years.

I would applaud the commissioners on their reference to public need in planning service. I would also compliment the commission on its effort to arrive at a needs assessment from the professional community which provides library and information services.

It seems to me entirely appropriate that the National Commission focus on technological potential in developing network plans and consider the long range national economic impact of library and information science promotion.

Demands for sophisticated service are well articulated and persuasively promoted. Commercial and professional advocates of electronic system development will continue to press for sophisticated concepts. These, I believe, are essential to serve the distinctive needs of an increasingly visible segment of the population.

I am deeply concerned, however, that the major thrust of library and information science development not lead to information service for an educational and business elite at the expense of impoverishment for the bulk of the population.

The branch patron and the school child more than ever needs the stimulation of one to one reader guidance. These less sophisticated users of library and information services need help to relate to materials, to study independently, to have hands on experience with resources and equipment. The unsophisticated child and the man-in-the-street taxpayer need human leadership to explore new concepts.

Your commendable insistence on retention of categorical aid is all important to school library media programs.

Categorical school library aid has been a proven catalyst in providing a key to a better educated, more highly motivated, self-learning populace.

Media Programs: District and School, produced jointly by AASL and AECT, provides nationally developed guidelines which, if adequately funded, will prepare the user of school and public library media services with the humanitarian guidance and leadership which in turn develops the demand for the specialty service of information scientist.

E. Altman's study of secondary school libraries substantiates the unique contribution of the high school media center in an information network, but this element in the system needs support.

I am deeply concerned that recognition of and categorical support for elementary and secondary school library media centers not be overlooked in the giant step toward achievement of a national plan for library and information science.

For instance, without the funding of ESEA Title II, many state school library supervisory positions will not again be funded. Based on New Jersey experience I believe this function is essential to effective development of school library media services.

Library development is currently hampered by lack of statistical information and definitive terminology.

Certified library media practitioners are desperately in need of continuing education to key humanitarian developments in the field of library and information science.

Can the Commission be depended upon to recommend:

1. categorical funding specifically for each elementary and secondary school library to meet the basic information needs of the individual student

2. standardization of statistical information gathering and definitive terminology

3. provision of adequate funding for in-service programs for certified library media professionals, to function competently assisting the entry point users of library and information services in a time of rapidly advancing technology

4. establishment of incentive funding for development of school building level facilities

5. commission of studies that have significant implications for school library media users, for instance, Russell Shank's proposed educational media selection centers and the Federal Reserve Bank of Philadelphia's study of "Philadelphia School Resources and the Disadvantaged"?

I bespeak your active concern for the unsophisticated school library user seeking the exploratory opportunities leading to increasingly more sophisticated library information science demands at the network and electronic system level.

I would be pleased to further substantiate these beginning user needs if in doing to I can help the National Commission of Libraries and Information Science focus attention on the unique contribution and distinctive need of elementary and secondary school libraries in the plan of national information development.

Your leadership is needed. May I help?

Sincerely,

Arabelle Pennypacker

(Mrs.) Arabelle Pennypacker
Supervisor Library Services

AP:rk

Suggested Testimony for the Mid-Atlantic State Regional Hearing to be Held on May 21, 1975 by the National Commission on Libraries and Information Science

I appreciate this opportunity to appear before you today to present my views concerning the proposed White House Conference on Library and Information Services as authorized in PL 93-568, and to present some comments regarding the second draft of the proposed National Program for Library and Information Services.

The White House Conference

The joint resolution authorizing and requesting the President to call a White House Conference on Library and Information Services is timely and useful legislation. It is especially appropriate at a time when we seem to be suffering from a large and ever-growing information crisis.

This crisis is sharply poised at the juncture of more and more information and our halting ability to handle it efficiently, imaginatively and perceptively. Information is an important commodity, and we must learn to generate and use it wisely.

The National Commission on Libraries and Information Science is to be congratulated for interpreting its task in terms of the broader aspects of information production, distribution and consumption. It is encouraging to see that you have taken on the larger task of formulating and recommending an information policy for society that goes beyond the concerns and interests of libraries. I am sure that this approach will not in any way diminish the roles of libraries and information centers.

In fact, a major resurgence of these institutions may result if the leadership of this Commission is used to make libraries a major force in implementing a national information policy focused on economic stability and improved quality of life through information services.

I would like to see the White House Conference, and the state conferences preceding it, provide opportunities for large numbers of the American people to consider the role of information and its dissemination in their lives and society. As planners of these events you have, for the first time, a chance to adopt a consumer-oriented position on the making of public policy.

All service agencies are having difficulty as they attempt to redefine their goals. In almost every agency, two conceptions of itself are emerging. These conceptions might be labeled supplier-oriented and consumer-oriented.

In the library community, the supplier-oriented position seems to hold that the library is an institution which ought to achieve the educational goals of the librarian and his or her profession. The consumer-oriented view argues that the institution ought to cater to the needs and demands of its present and potential users.

These opposing views seem to march side by side through the assumptions threading the preamble of PL 93-568 and in the specifications listing those who the conferences shall bring together. It is interesting to note that the last potential conferees listed are ". . . lay people, and other members of the general public." The way things are ordered in such specifications sometimes provides useful insights regarding the value systems of professional communities. It seems to me that a vehicle designed to provide recommendations having to do with public policy should order things so that authentic members of the public are involved at the highest priority.

I, therefore, urge that you arrange these conferences so people from all walks of life can participate in determining the future of trends toward more openness and greater freedom of access to information.

Careful consideration must be given to appropriate ways of determining the array of goals needed by the Nation's libraries and information centers in a pluralistic society. Equally important are the implications these goals and their attendant objectives have for programs of services. Goals set without the participation of those affected will be increasingly hard to implement. Goals set at the top produce less and less control over the forces of change as they are implemented at the lower levels. If change is going to be monitored and channeled into useful programs for the common good, we need as much clarification of long-range social goals as possible. An important step toward consumer-orientation of library and information center services might be found in the extensive use of a democratic approach to the way in which such goals are determined.

The White House Conference and the state conferences preceding it present for the first time an opportunity to go to the American people with a question that has never been asked of them: "What kind of libraries, information centers and services do you want now and 10, 20 and 30 years from now?" In the answer may reside the most valid of guidelines for the future of information services.

National Program for Library and Information Services

I speak in reaction to the content of the second draft of the document A National Program for Library and Information Services, while aware that **a third** draft is now in preparation and will probably have been approved by the time oral testimony is presented. It is possible that the content of the third draft will render some of my comments inappropriate, but I feel that, since most of these comments concern the implementation of the program, their mention here is probably warranted.

The National Commission on Library and Information Services has undertaken a monumental task in the development of a National Program for Library and Information Services, and has made a significant contribution to our national goals through this impressive document. They have clearly identified the need for a National Program for Library and Information Services.

The Commission has made its central points well. Inequality of library and information services exist from community to community. The cost of independent improvement of each library collection and service operation prohibits any hope of resolving this inequality short of federal funding and federal coordination. It is readily apparent that the state cannot provide the needed services on any consistent level, but the various stages of development in the state systems must not be ignored or duplicated in a federal system. An integration of the existing state and federal library systems, along with special information systems, could become a highly effective national program.

The development of a national program is a huge task which requires active state leadership and the cooperation of all information agencies at the local, state and national levels. While the staggering proportions of the Commission report clearly point to the need for extensive federal participation, the parallel need for continuing consideration of local and lay citizen wants and desires must be stressed. We obviously need extensive federal funding, and it is equally obvious that there must be some degree of federal coordination of the effort, but, as stressed in my comments on the White House Conference, we must go back to the people to determine the end results desired of this tremendous effort.

One important unit that must not be lost in this undertaking is the school library. Most school libraries now function only as part of the local educational system. They must be brought into the network of information sources. While still responsive to the local community goals, the school library must broaden its scope of activities to prepare children for the mobile, technological society in which information services are essential to continued productivity. The school libarry must be an integral part of the information network so that it can begin the training which will foster the habits and attitudes of citizens who will ultimately become demanding users of information sources.

Although the Commission has prepared a reasonably complete overview of the information services as they are today and as they should be tomorrow, many significant areas were not dealt with definitively. If the National Program for Library and Information Services is to become the basis for meaningful legislation, the Commission must develop substantive guidelines for this legislation. Three areas that should be included in these guidelines require immediate action:

1. Revise the U.S. Copyright Law: The Commission must accept a leadership role in the revision of the U.S. Copyright legislation. As expressed in the National Program draft, the availability of information must be secured by a just copyright law. Expansion of existing legislation regarding sound recordings and provisions for copyright of photographic and non-print mediums must be included in the copyright legislation now being considered in both House and Senate. The Commission should not wait for Congressional action. It should use its expertise and influence to expedite this legislation. Amendments, of course, are always possible, but certainly not preferable.

2. Establish Data Gathering Standards: The Commission has noted that many segments of the populace are not served or are inadequately served by library and information services. There is mention of the unique needs of special groups: the foreign-born, the illiterate, the highly-skilled professional, the rural and the handicapped. The Commission recognized that an analysis of the needs of users and potential users is needed. The White House

Conference will arrive at some of this information, but the timing of the Conference and the possible limits of Conference participation may cause a failure to produce adequate data of the type needed to deal with the specialized groups indicated. An additional analysis is clearly needed. But how will this analysis be done? What criterion will be used? How will objectivity and uniformity be insured? Will a national survey be needed to obtain this vital data? Perhaps the Commission should be working closely with the U.S. Department of Commerce Bureau of the Census as the Bureau formulates the guidelines for the decennial census of 1980. If this mechanism for national data gathering will be used as a basis for determining library and information needs, the Commission must make their specifications known now. To wait for a final program report may be too late.

3. Survey National Library and Information Service Resources: The report implies that aid should be granted on the basis of need. How is this need to be determined? Where is service lacking? What services are available and where? Clearly a national survey of existing library and information services is required. Many components of a viable national network are readily known; others equally important to a national scheme are not. To determine where we are and what it will take to get us where we wish to be, requires a national survey of existing library and information services in the private and public sectors.

There are a number of points dealt with in the second draft that have given rise in my mind to numerous questions. Many of these questions must be answered with some degree of specificity if proper enabling legislation is to be formulated.

The Problems of Funding Criteria

The Commission advocates categoric aid on a formula and matching grant basis. Yet the Commission stresses that such aid not be based upon the historic formula of population and per capita income. The rationale for this may be valid, but what alternatives are we offered?

If disbursements of funds are to be related to need, how will need be determined? What is the criteria for need? Are these criteria objective and quantifiable? What will it cost to provide the need satisfaction? Who will be responsible for which segments of satisfaction?

Funding mechanisms are always complicated and controversial. Nevertheless, the Commission has put itself in the position of proposing new funding, while rejecting old allocation mechanisms, and failing to suggest alternative techniques. Clearly, approximation of the amount of funding needed for defined time periods, and recommendations for disbursement criteria should accompany any final draft of the National Program.

The Role of Continuing Categorial Aid

The Commission urges that existing categorial aid for libraries be maintained, since the original objectives of such aid have not yet been achieved. However, necessary coordinating mechanisms between continuing categorical aid and the National Program are unclear. For example, does the Commission foresee the comprehensive new program as the umbrella which will gather together all existing aid? If so, will construction and collection development aid be tied to network affiliation? Will the formula for funding of all types of aid be dependent on the proposed formula structure? The concept of comprehensive planning is well taken, but its role must be clearly defined.

Participation by the Private Sector

Private sector participation will be important to the success of the National Program. What formula will be devised to entice private organization participation? What incentives will be offered? The Commission has stated that freedom to accept or reject participation in the national network will be insured. But what will be the consequence of either action? This is especially critical with regard to private libraries and information services and organizations. What will be the effect upon the future of private library and information services?

The Need to Link Component Library and Media Concerns

The Commission on Library and Information Services strongly states the need for improved technology to handle information effectively. Stressed were four "technologies" of particular importance - computer, micrographics, telecommunications (including CATV and Telefacsimile), and audio-visual systems.

This section of the Commission's report duplicates concerns expressed in the Report of the Commission on Instructional Technology -- TO IMPROVE LEARNING. A number of points discussed in the latter have been extensively investigated by the former, yet there appears to be no attempt to correlate the two.

Library and information services and instructional technology, as broadly defined in the Commission on Instructional Technology Report, both aim to optimal availability of information in all its forms to the best advantage of the user. The historic separation of library and media professionsal cannot be allowed to pervade such a vital program as the one proposed here. Every effort to encourage a partnership for the common objective must be made. Anything less will only result in a costly duplication of effort and an incomplete product. Among the areas both Commissions emphasize are inducement of private industry to improve equipment and machinery, the development of compatible components, and the investigation of new methods of communications.

Both Commissions would foster the development of research and development centers to concentrate on the development of and evaluation of communications technology. Both advocate the development of a working relationship among all component industries and fields affecting communications and information handling. Both reports address the problems of special groups such as the handicapped, the poor and the rural, scattered throughout the nation. Both support the concept of a national organization to oversee the development of communications technology and techniques in the U.S., and relate the development to world wide efforts. Further investigation of the correlation and overlap in these proposals would be most worthwhile. In the same vein, the Commission on Library and Information Services must call upon the expertise of a wide cross section of disciplines to insure a viable program. Specialists in cable T.V., computer operations and networks and media hardware and software must be called upon for guidance or cooperation now and throughout the life of any National Program.

Defining State Participation

The Commission envisions the National Network for library and information services as a working partnership of federal, state, multistate, local and private agencies, each committed to a common goal and each assuming responsibilities compatible with its structure. In this scenario the federal responsibility will include the interstate aspects of the program, with the Library of Congress assuming primary responsibility for technical library aid. The states, however, will accept the greatest portion of responsibility. How will the program service delivery system be organized in each state? The Commission concluded that primary state responsibility would be assumed by the state library or equivalent agency. Drawing on this and the statement that the public libraries are the "potential windows on any future nationwide network", is it to be inferred that the public libraries are to become the base link in the national network?

If so, one basic option needs to be considered. If we are going to begin from an existing base, should we consider school libraries as that base link? Communities too poor or too small to support a public library will have a school available, thus expanding the organization base of the system.

Intergovernmental and fiscal relationships must also be defined. The Commission states that achievement of the National Program goal requires that the responsibilities of the various levels be well defined, the financial obligations be clearly recognized, and that the legal commitments be made possible through appropriate statutes. It is suggested that states prepare and/or update corresponding legislation for statewide programs of library and information services consistent with the National Program. Will such legislation be a prerequisite for federal support? If states are to act - there is need for a much greater degree of specificity from the National Commission.

Clearly related is the need to define state operational and fiscal responsibility. Some special purpose matching funds (based on formula not yet determined) may be used as incentives to state participation. However, the states would have a great deal of flexibility in the operation of the National Program. They would in general remain free to disburse funds as needed. They would be responsible for basic financial support for a National Program. The states' ability to carry this financial responsibility has to be doubted. Many states can no longer find the funding for existing programs, can they now be asked to find additional monies? The lessons of federalism are clear. National policy and program objectives can best be achieved by providing financial inducements to the states.

What incentives can you give? -- Reduced rate interstate telecommunications services, more information for residents, additional technical support from the federal agencies, some special purpose matching funds based on a formula new to cautious legislators? The financial role of federal incentives to the states should be fully considered by the Commission.

Insuring Freedom of Information

The Commission stresses that freedom of information is to be insured. How will this be done? Delivery systems create a unique problem related to freedom of information. What can be done to insure that censorship cannot be imposed by interstate, national, state, or local authorities? Will Supreme Court decisions be needed to put information requested in the hands of the requestee? While discussing the hardware and technological aspects of delivery systems, their ethical and legal aspects must also be considered.

I hope that my obsession with specific considerations has not served to give the impression that I am anything but enthusiastic over the great significance of the total concept. The potential for the National Program is staggering in its impact, and of vital importance to our world. Only those nations which successfully record, store, and disseminate the intellectual progress of mankind can hope to survive. I hope that my comments and concerns can help make this potential a reality.

John C. Pittenger
Secretary
Commonwealth of Pennsylvania
Department of Education
Harrisburg, Pennsylvania

A THUMBNAIL SKETCH OF INFORMATION NEEDS AND SUPPLIES FOR EVERY-DAY PROBLEM-SOLVING ON THE COMMUNITY LEVEL

Helga Roth, Ph. D.
April 1975

A THUMBNAIL SKETCH OF INFORMATION NEEDS AND SUPPLIES FOR EVERY-DAY PROBLEM-SOLVING ON THE COMMUNITY LEVEL

Nowhere does the paradox of information explosion manifest itself more dramatically than in the area of information needs and supplies for every-day problem-solving.

Information and referral services (I&Rs), hotlines, crisis centers, Call For Action operations, Easter Seal Information, Referral and Follow-up programs (IR&Fs), and Voluntary Action Centers have mushroomed across the country during the last decade.

But... "the average U.S. urban resident is suffering from a large and ever-growing information crisis." (1) Clients who need this information most --the poor... the elderly... --are the most information-deprived and, in some cases, have never been reached--a fact revealed by pilot projects involving door-to-door canvassing. (2)

Information on how to solve problems involving social and human services ... consumer issues... job and education opportunities... housing... etc. is needed everywhere. This information has to be collected, maintained, and disseminated in each community. The information supplies in communities across the nation range from proliferation to nonexistence.* To provide some insight into this chaotic scenario, some of the types of information suppliers which can be found in many communities are described below.

Information and Referral (I&R)

The I&Rs trace their origins back to the social service exchanges which came into being at the end of the nineteenth century--ostensibly to facilitate communication among social service agencies, but in reality to prevent duplication of relief-giving. (3)

During this century, both private and public sector evinced a great variety of interests in providing citizens with access to the service system. Some came in spurts and disappeared; e.g., the 3000 Veterans Information Centers modeled after the British Citizens' Advice Bureau. Others have become established community resources.

Others with an interest in I&R include the Public Health Service, the Social Security Administration, the Administration on Aging, the Community

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* The Detroit Community Information Service counted 140 different information services in Metropolitan Detroit in a survey in 1973.

Services Administration of the Social and Rehabilitation Service, the Office of Economic Opportunity, the Department of Housing and Urban Development. The result is a multiplicity of purposes served, vast differences in operation, and confusion among the public.

According to a directory issued by United Way, there are 250 I&R operations (many United Way-supported) in 43 states. (4) These I&Rs represent only the tip of the iceberg. The Alliance of Information and Referral Services, a professional association of I&R specialists, has a membership of 400 individuals and organizations.

Many I&R operations involve social workers who are well-equipped to deal with the casework aspects of incoming questions, but often not prepared to plan for or introduce modern information management ideas.* A survey of 80 I&Rs in Spring 1974, done by the Alliance of Information and Referral Services to determine the number of operations that were computerized, yielded 48 responses, of which 14 reported "yes" under the heading, "Computer Operational."

Hotlines

The idea for hotlines was borrowed from suicide prevention centers and the community mental health movement, but it could not have produced today's approximately 600 operating services (5) in six years if it had not met a real need. (The hotline of the Childrens' Hospital of Los Angeles, which was started in 1968, is considered their ancestor, although the U.S. Public Health Service reports that a 24-hour telephone service was launched by the Columbia General Hospital in 1965.) Some reasons for this development are...

...the shortcomings of the traditional I&Rs, which are neither rap centers nor preponderately crisis-oriented.

...the prevalence of youth culture, which wants to have its own thing.

...the life-threatening aspect of drug abuse, which called for a new approach to provide information and/or instant problem-solving.

Staffing is very often all-volunteer--many of the volunteers being youth themselves. They operate outside the agency's tradition-bound 9-5 workday. They do not shy away from offering counseling, but knowledge of community resources is essential, and referral to appropriate services a staple. (6) (7)

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* In a 1972 survey of 65 I&Rs, 41 reported one or more social workers on the staff and eight a Resource Data Bank Specialist or computer programmer on the staff.

Brief guidelines on how to set up and operate a hotline for youth were published in 1972 by the Youth Development and Delinquency Prevention Administration. (8)

Call For Action (CFA)

The Call For Action operation was founded in 1963 by Ellen and Peter Straus. There are 45 Call For Action operations in the country today, and their method of operation is unique in many respects; e.g.:

--CFA is housed by a radio station, with which it has a formal contractual agreement.

--Through this communication, CFA can bring specific abuses and community needs to public attention by editorials and documented reports aired by the station. (9)

--Though CFA provides information and referral to callers, it sees as its main role that of citizen ombudsman--following through on every call until the problem is solved. (A small percentage of calls wind up in the brickwall file as "unsolvable," but even then clients are often grateful for having found a sympathetic ear).

--CFA is totally volunteer-operated.

Easter Seal Information, Referral and Follow-up (IR&F); Voluntary Action Centers (VACs)

Two examples to illustrate the many specialized and diverse information pockets in a community are: the Easter Seal Information, Referral and Follow-up program, and Voluntary Action Centers. The former concentrates on the problems of the handicapped population--the latter on referring and placing volunteers in the community. More specifically:

--In 1966, the National Easter Seal Society for Crippled Children and Adults encouraged the development and implementation of information, referral and follow-up programs by Easter Seal Societies nationwide. Today--almost ten years later--116 Societies are operating IR&F services, which focus mostly on the information needs of the handicapped population.

--More than 250 communities across the nation have a Voluntary Action Center/Volunteer Bureau (VAC/VB) operation where citizens can get information on where in the community volunteers are needed. These organizations grew out of the needs of United Way-supported social service organizations--and many of them operate under United Way aegis. Providing a focus for community volunteering, the more progressive VAC/VBs are also sources of information for agencies on appropriate use of volunteers, and on training opportunities and resources.

Others in the area of specialized information services include:

--local health departments answering inquiries about health resources.

--public welfare departments mandated to provide information to their clients.

--unions running community service departments which provide information to their members.

--the Social Security Administration with 900 local outlets which are supposed to tend to the information needs of social security recipients.

--State employment offices serving as information sources for job seekers.

--community mental health centers, public housing authorities which are in the daily problem-solving business.

--many of the existing consumer organizations operating information and complaint centers.

--environmental groups collecting and disseminating information in their areas of interest.

Community Directory

If the established I&R in the community takes it upon itself to collect information on existing community services and issue a yearly directory, a first step is made in the right direction. It helps to avoid the overload of requests for the same basic information directed towards the social service agencies--the most obvious result of the multitude of information activities in the community.

As desirable and advantageous as it is to centralize collection, processing and maintenance of information, dissemination should be effected through as many channels as possible. All of the organizations which have a vital stake in information have different constituencies which they can best reach.

Automation of information in larger communities is another must which not only simplifies the maintenance of data, but with appropriate indexing can produce all of the specialized directories a community needs: services for the handicapped... services for the aged... etc.

Libraries

Only three percent of the 1,945 respondents to the survey done for "Information Needs of Urban Residents" in the Baltimore area used a library to obtain information on their most important problems.

> "Reasons tendered by respondents for choosing not to use libraries to solve every-day information problems point out some physical and psychological barriers to the use of libraries ... mentions of physical barriers including age, illness, lack of transportation, etc., and statements implying inappropriateness of the library as a source of information for the respondent's question or problem." (1)

The library as an information and referral agency was discussed at a session of the centennial national conference on social welfare (May 27-31, 1973, Atlantic City, New Jersey). A good number of representatives of I&Rs were in the audience to hear Bea Fitzpatrick speak about a plan to have neighborhood information operations in all 55 branches of the public library in the borough of Brooklyn in New York, and Dorothy Turek describe the operation of the Neighborhood Information Center of the Cleveland Public Library. (10) The floor discussion made it very obvious that I&R representatives considered the library people as unwanted intruders into their domain, and that they resented that the money had not gone to I&Rs for improvement of I&R operations.

The New York Program never came into being. Federal funding for the Cleveland program will stop in July 1975, and according to personal communication, continuance of the program is still uncertain. This shows the great vulnerability of community programs if they depend on outside funding. Federal administrators always hope that when they get something good going, the local people will pick up the tab. Whether or not this hope is realized depends to a great degree on the talent and energy devoted to...

...publicizing a program.
...selling its benefits to the local people.
...involving them as heavily as possible.
...mustering all the grass root support possible.

Conclusion

Every community has a unique social service and social action profile (what services and opportunities are available through what type of channels), and every community has to solve its own information problems.

But... the methodologies of information collection, maintenance and processing (especially indexing) are well known and could be made available on different levels of sophistication to fit every community's shoes. The vexing lacunae of knowledge are not on the technological end of the operation, but on:

--what the needs are and how they can be met.

--how attitudinal barriers can be broken down.

--how a delivery system can be devised which does not make the information-rich richer and bypass the information illiterates.

The conclusion reached by the Baltimore study:

> "...the apparent capability to handle residents' information problems/questions among the agencies varied significantly... However, if the agencies tested had been linked in some kind of formal or informal resource pool, a reasonably high score (78%) in satisfactorily dealing with the problems/questions would have been obtained..." (1)

indicates that in many instances improvement of information resources for every-day problem-solving does not necessitate creation of new structures, but rather building a network of existing community resources, centralizing information collection and processing and directing energies freed through the streamlining of this process towards a vigorous outreach and community education process, which ideally should touch the life of every citizen.

Helga Roth, Ph. D.
April 1975
4659 Montgomery Road
Ellicott City, MD 21043

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The Newark Public Library

5 Washington Street, Newark, New Jersey 07101

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March 14, 1975

Mr. Frederick Burkhardt, Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, N.W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

In response to your invitation of March 3rd to submit comments regarding a national plan for library and information services, I am submitting the following remarks for consideration by the Commission.

I am restricting my comments to one particular problem, namely, financial support of large urban libraries. The public libraries in large urban centers throughout the United States do in fact constitute the backbone of the present public information system, although not formally organized as such. In each area of the country these libraries, because of the superiority of their information and research resources and services, are utilized by people from smaller surrounding communities. In Newark, for example, our studies have consistently shown that on almost any day of the week 53 to 56 per cent of the persons using the reference room are non-residents from 250 to 270 communities throughout the state.

In recent years, recognition and compensation for Newark's substantial contribution to the information and research requirements of the state's residents have been provided through state and federal financial aid. Now the Library has been informed that future state and federal aid will be sharply reduced, if not entirely discontinued, in the near future. To compound the problem, the City government, which supplies 80 per cent of the Library's operating funds, is in dire financial straits and sharply reduced support is the inevitable prospect. Newark's experience is common to urban libraries generally.

The Metropolitan Reference Center of Northern New Jersey

It would seem essential, therefore, that if the urban libraries are to remain viable and strong and avoid tragic deterioration, prompt priority attention must be given to the establishment of a reliable and adequate plan of financial support. Such a plan should provide at least 50 per cent of the urban libraries' funding requirements from federal aid.

Unless the urban libraries are rescued from their current financial dilemma, any national service plan which will perforce have to include them as a major element, cannot possibly be formulated in any practical sense.

I trust these comments will be given consideration and will prove useful to the Commission.

In closing, I wish to commend the Commission for the excellence of the second draft. I think it augers well for a successful conclusion of the huge task undertaken by the Commission.

Sincerely,

J Bernard Schein

J. Bernard Schein
Director

JBS:mr

THE DESPERATE NEED OF THE SMALL PUBLIC LIBRARY -- A Statement Submitted to the National Commission on Libraries and Information Science

First, I want to applaud the Commission for the breadth and depth of their study and the grace and clarity of writing in their second draft of the proposed National Program for Library and Information Services. The Commission is doing an excellent job in meeting a formidable impasse in our national progress.

I will confine my remarks to the library realm with which I am intimately concerned, namely, the small public library in a predominantly working class middle income community. There are two problems in this area that are pertinent to the Commission's study.

It will come as no surprise to the Commission that our first problem is money. Although nearly all libraries seem to have this difficulty, the small public library is particularly vulnerable. The Commission is absolutely correct in stating that revenue sharing is a failure in meeting the small library's financial needs. With the worsening of the economy and the increase in competition for revenue sharing dollars by both the short-term and long-term financial stresses on the small community's funds, the situation can only become more critical. In my own case, I am fortunate in having a library board and a city council who are sympathetic to my library's needs and are aware of the value of good library service to the community, but I know of many small libraries that are not so fortunate. Even the presence of sympathy and awareness are no guarantee of funds. State funding is a vital resource for many public libraries, but varies from one state to another. Therefore, as the Commission recommends, the only satisfactory solution is a categorical funding program by a federal agency.

The second problem area of the small public library concerns the delivery of information services to the user. I fully appreciate the necessity and the urgency to develop massive information transmission networks for large libraries, business, industry, science and government. The small community library, however, exists largely beyond the surging informational tides of commerce and academia. It is perfectly feasible to have all of the informational requirements of our type of community within the library building or the local reciprocal and/or area and regional borrowing range. Our main concern is to maximize its availability and use by the members of the community. At this moment, my library has an application pending for a Federal Demonstration Grant, under Title I, to bring almost all library services, such as storytelling, games, books, records, etc., into the homes of handicapped children from kindergarten to fourth grade. This is just one example of maximizing the availability and use of our library services. Librarians, like myself, are constantly seeking new ways to extend our services so that the greatest use is made of our resources for the benefit and pleasure of all the members of our communities. I am dwelling upon this matter to emphasize the point that although the giants of our society are in urgent need of means for massive moving of information, you should keep in mind that the midgets also have their special problems, most of which, either fortunately or unfortunately, depending upon your vantage point, can be simply solved by money. Although each small community public library represents only a minute segment of the total population, there are a great number of such libraries, and in the aggregate account for a very large part of our population.

In summary, the desperate need of the small community public library is for an adequate system of federal funding coupled with an implicit, or hopefully, an explicit standardization of library services throughout the country. I trust that the Commission's activities will lead to the fulfillment of these needs of the small public library along with the companion needs of the giants of the library commonwealth.

Respectfully submitted,

Irene I. Schell

Irene I. Schell, Director
Gloucester City Library
Gloucester City, New Jersey 08030

April 7, 1975

FILMS RECORDINGS BOOKS
INFORMATION

The Orange Public Library
LIFELONG EDUCATION AND RECREATION
Orange, New Jersey 07050 • (201) 673-0153 • Director, Marvin H. Scilken

Nat'l Commission on Libraries & Information Science NCLIS
Suite 601
1717 K Street N.W.
Washington, D.C. 20036
Attn Ms. M. Quigley

April 23, 1975

I am pleased to submit the following testimony.

I would be pleased to appear in person at your May 21st meeting in Philadelphia.

Since becoming a public librarian some fifteen years ago I have been primarily concerned with the realities of public library service. The realities for public library service were succinctly summed up by Ranganathan in his Five Laws of Library Science. (1931) "Books are for use", "every reader his book", every book its reader", "save the time of the reader", and "a library is a growing organism".

Public libraries, I believe, serve more adults than any other type of library.

Most of the people we serve - as well as most of the people in this country are not scholars and are not involved in scholarly pursuits. Those that choose to use most public libraries for reading, I notice, are interested in recreational reading. and books of general rather than scholarly interest.

Public libraries should be responsive to the desires of most of their patrons - people know their book needs better than a librarian.

The National plan should envision some performance standards for libraries. The following are arbitrarily suggested:

Titles requested 5 or more times a year should be supplied within the library's circulation period 100% of the time.

Titles requested 4 times a year should be supplied 80% of the time within the library's circulation period.

Titles requested 3 times a year should be supplied 50% of the time within the library's circulation period.

Titles requested 2 times a year should be supplied 30% of the time within the library's circulation period. Etc.

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How can a national plan improve service to most adult library users? To my mind what is needed is simple and fairly cheap.

NCLIS should encourage libraries to have statewide or regional union catalogs following the model of the very successful Louisiana Numerical Register (the numerical register concept was first suggested by Harry Dewey in 1948). This inexpensive tool will enable libraries to use each other's collections without going through hierarchical arrangements. (Librarians seem to have a great facility of substituting expensive labor for comparatively inexpensive books.)

The register may be used at any time a library is open and is unlike most central union catalogs, the register approach is not labor intensive.

From mental hospitals to school systems there is a call for decentralization and smaller units of service. I see very few tasks that could be accomplished better by bigger libraries.

It seems to me that fairly well supported medium size public libraries offer their readers the best service. Well supported small libraries frequently can match this level of service. It is my impression that few large branch systems operate to the satisfaction of large numbers of their users. Libraries operate best when responsibility can easily be pinpointed.

Loose federations dependent on their library members that would provide services that librarians feel they could use to help their users would be the best form of "network".

Library networks should service the needs of "real people". After trying our local and State networks for a H. Rider Haggard novel that an old man wished to re-read we requested the title from the Library of Congress. We got their usual note saying their ILL services were for scholarly use only. This is the situation that should be solved by a National Plan. Help us to provide responsive service.

I hope the National Commission will give highest priority to providing catalog data and cards in people readable form. Our present card format may frighten potential users.

As a National Commission most of your planning should be devoted to services that will help most library users. We should not heed the siren song of expensive computer networks that would only be useful to the elite.

Cordially yours,

Marvin H. Scilken
Director

MHS:cb

HUGH SCOTT
PENNSYLVANIA

MARTIN G. HAMBERGER
ADMINISTRATIVE ASSISTANT

United States Senate
WASHINGTON, D.C. 20510

April 29, 1975

Mr. Frederick Burkhardt
Chairman
National Commission on Libraries
and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

Enclosed is my statement for the Mid-Atlantic States Regional Hearing, National Commission on Libraries and Information Science, to be held at the Sheraton Hotel in Philadelphia on May 21.

I appreciate this opportunity to endorse the activities and objectives of the Commission, and I look forward to working with you to improve our library and information services.

With every good wish,

Sincerely,

Hugh Scott

Hugh Scott
United States Senator

HS:rp
Enclosure

STATEMENT OF SENATOR HUGH SCOTT
Mid-Atlantic States Regional Hearing
National Commission on Libraries and Information Science

May 21, 1975

I welcome this opportunity to express my support for the continued expansion of the country's library and information services. Our history and much of our culture is documented and recorded in books and journals, as well as on film and tapes. If we are to provide the people of the United States with access to this heritage we must develop a nationwide program to co-ordinate the activities of all libraries throughout the country. Such a program will be of particular benefit to many who are now inadequately served, either because they live in isolated areas or because of language barriers. We now have at our disposal a vast array of new technologies which enable libraries to cooperate far more closely than was previously possible. In order to make the best possible use of these new resources the program should be organized on a national level. The federal government must not only provide funds, but also leadership. It must foster cooperation among the various state systems and develop common standards and guidelines in order to facilitate the exchange of information. The National Program for Library and Information Services is a bold and exciting undertaking that will enrich our cultural and educational life.

We must not neglect our libraries for to do so is to neglect a basic part of democracy: our citizens' access to knowledge.

###

THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12234

DIVISION OF GENERAL EDUCATION
BUREAU OF SCHOOL LIBRARIES
518-474-2468

March 31, 1975

Mr. Frederick H. Burkhardt
Chairman
National Commission on Libraries
 and Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

The following is a brief response to your request of March 10, 1975 for reactions to the National Program for Library and Information Services.

In general, the second draft has addressed the concerns generated during the review of the first draft very well. As more detailed program criteria and proposed legislation are developed, it is important to underscore certain basic concepts.

The conventional wisdom about the relationship of the strength of a chain to its links must be kept uppermost in the minds of network designers. Neither sophisticated technology nor elaborate patterns of access can develop into a viable, responsive network if individual libraries and/or small systems of libraries remain weak.

In addition, in terms of total library service, it must be remembered that the ratio of the number of users to the initial and secondary points of access is far greater than the number of users requiring identification of specialized resources through a national network. Available funding should reflect the quantity as well as quality of access to library resources.

In view of the above, every effort should be made to develop legislation which provides strong incentives

(an offer that can't be refused) to State and local agencies to assume a fair share of the funding responsibility. Needless to say, such funding incentives at the State and local level should include all types of libraries.

Sincerely,

Lore Scurrah

Lore Scurrah, Chief
Bureau of School Libraries

LS:j

ADMINISTRATIVE OFFICE OF THE COURTS
STATE OF NEW JERSEY

ARTHUR J SIMPSON, JR
JUDGE SUPERIOR COURT
APPELLATE DIVISION
ACTING ADMINISTRATIVE DIRECTOR OF THE COURTS

STATE HOUSE ANNEX
TRENTON
NEW JERSEY
08625
609 292 4636

May 1, 1975

Dear Mr. Burkhardt:

Chief Justice Richard J. Hughes has asked me to reply to your letter of March 4, 1975, regarding the Mid-Atlantic States Regional Hearing of the National Commission on Libraries and Information Science to be held in Philadelphia on May 21, 1975. I regret that due to the court schedule, the Chief Justice will be unable to attend the hearing to personally appear before the Commission.

Although New Jersey will be most ably represented by Mr. Roger McDonough, the State Librarian, I would like to go on record as stating the strong interest and support of Chief Justice Hughes and the New Jersey Judiciary in libraries and library services. I have reviewed the Annual Report of the Commission and the second draft (revised) of the National Program. The nationwide network of libraries and information centers mentioned as part of the National Program is an excellent and highly important concept in relation to the Commission's stated goal of ensuring basic library and information services to meet the needs of local communities. As a component of this goal, intrastate networking will become increasingly important. New Jersey, I am proud to say, has been very much involved for quite some time in strengthening and expanding our statewide network. This has been supported by legislative appropriations, but this support is at present being reduced due to a severe budgetary crisis. Incentive funding under the National Program would be a major factor in increased library and information services. The Judiciary depends heavily on the New Jersey State Library and the statewide network for informational purposes and values this service highly. As the National Program is finalized and implemented, New Jersey will certainly support it and coordinate its efforts to ensure maximum harmony with the national network.

I have touched on only one point mentioned in the second draft of the National Program, one, which I believe, is very important. The final draft of the National Program

will, I am sure, reflect the test
ings and will touch on many other
special library needs, centralize
as well as many others.

I regret that the New Je
represented at the Regional Heari
our support of the Commission and

Mr. Frederick H. Burkhardt, Chair
National Commission on Libraries
Information Science
1717 K Street, NW, Suite 601
Washington, D. C. 20036

ect the testimony of the regional hear-
n many other vital concerns; such as
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t the New Jersey Judiciary will not be
gional Hearing, but I wish to make known
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Very truly yours,

hardt, Chairman
n Libraries and

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HERCULES IN
RESEARCH CENTER · WILMINGTON, DELAW

March

Mr. Frederick H. Burkhardt
National Commission on Libraries
  and Information Science
Suite 601
1717 K Street, N. W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

I read with considerable i
Report of the NCLIS and the 2nd D
National Program for Library and
very much in sympathy with the ob
your endeavors to formulate a wor

My main concern with proje
strong tendency to be everything
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recommended program can be meanin
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recommended must be cast in an he

As I see the picture, the
priority is to have a national li
libraries where they can be easil
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though at least most high schools

Despite the fact that "pub
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inadequate and where users of the
wish to be beyond the daylight ho
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whether urban or suburban, genera
facilities (at least after school
itself constitutes a high proport
be using library facilities.

RCULES INCORPORATED
ILMINGTON, DELAWARE 19899 - TELEPHONE 302 999 3000

March 13, 1975

RECEIVED
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NCLIS

rkhardt
on Libraries
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036

nsiderable interest the 1972-3 Annual
nd the 2nd Draft of the report on "A
Library and Information Services". I am
with the objectives and wish you well in
mulate a workable program.

with projects such as the NCLIS is the
everything to everybody. Although every
variable should be considered, the
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available for its implementation. And
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basic problem today is that our public
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the teaching of library use even
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that "public libraries...are the back-
em in America" today, I do not agree
tial windows on any future nationwide
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parking facilities are grossly
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light hours. Public schools, on the
ess located in population centers,
, generally have adequate parking
r school hours), and the student body
proportion of those who need or should
es.

To approach the criteria to which the NCLIS is addressed, a new kind of nationwide library matrix is required. To expand what now exists merely compounds the problem regardless of how much monies are expended. Consequently, I suggest that you consider a matrix that would be based on the following:

1. A very close association of public libraries with the public school system in which the library would be in or adjacent to the school and would be organized to serve and be in harmony with both the school population and the surrounding community.

2. If there is to be a central public library within a densely populated area, it should serve primarily to coordinate the public school libraries with each other and with other libraries, such as university libraries and special libraries within a reasonable radius, and with national libraries. The centralized public library in addition could orient itself towards being a special library for the area, leaving the general needs to the public school libraries.

One immediate advantage to this concept is that it could be encompassed within the present tax structure of the public school system. Another is that it would bring into juxtaposition the two major educational resources - the school and the library. Furthermore, it would encourage a greater use of public school buildings in the evenings for using the library or for night school classes by the community.

I would be happy to explore these thoughts with you further, should you wish.

Very truly yours,

Herman Skolnik, Manager
Technical Information Division

HS:tl

TESTIMONY PREPARED FOR THE NATIONAL COMMISSION
ON LIBRARIES AND INFORMATION SCIENCE

May 21, 1975

My name is Jean-Anne South, Library Planner for the Regional Planning Council, Baltimore, Maryland. I appreciate the opportunity to testify on the plans of the National Commission for a National Program of Library and Information Service.

In commenting on the National Program, a first statement is that the assessment of the problems of public and school libraries today, and how they would relate to a national program, seem to have been minimized by the Commission. This would be an unfortunate state of affairs - if this has actually happened.

The importance of public libraries as the base for building upward towards a national system also appears to have been seen as minimal. It would appear that a strong foundation upon which to build a state-wide and then a national program would be the public libraries. Other types of libraries serve, in the main, only a limited specialized clientele. A strong local base of political power also is more readily found at the Public library system level, where the Administrator of the system can influence local members of the State's legislative bodies more readily than could a specialized college or school library administrator.

Among the cooperative trends mentioned in the Program, there is a certain recognition and support for local and regional networking arrangements, both inter- and intra-state, and single-type or inter-type arrangements. In the majority of cases it has been found to be impossible for any true state-wide inter-type cooperative networks to originate or to continue to function without the existence of strong regional and local coalitions. A problem has been that this need has received minimal notice on the national level, and, in fact, those projects which exist as truly inter-type arrangements have been funded only through the foresight of a few forward-looking Directors of State Library Agencies, or through some "Research and Demonstration" grants - many of which have not survived after the initial funding has stopped.

The program objectives which are enunciated in the program are very fine-sounding. It is only with program objective # 7, however, that the Commission has come to first consideration of implementation of any program. The question of the resolution of the focus of federal responsibility for implementing a national network and coordinating the National Program - with the policy guidance of the National Commission - is the first and most necessary step which has to be resolved to prepare for anything to happen. In this regard, my firm opinion is that the suggestion of either of the three existing national agencies: the Library of Congress, the Division of Library Programs, U.S. Office of Education, or the National Commission itself, would be an unworkable solution to the problem of a national agency for implementation and coordination. The

The most recommended option would be a quasi-governmental agency organized like the Corporation for Public Broadcasting.

To follow up on this recommendation: it is vital that some further refinement be placed on what the membership, staffing, responsibilities, and authority, as well as year-to-year operational and grant funding should be. No more paper tigers are needed in the library and information services arena. It is also true that the federal government, if it puts very little into the development and promulgation of a national networking system, will get just that - very little.

In the statement of major federal responsibilities for the nationwide network concept the primary importance placed on the need for establishing standards is not out-of-place. Standards must be set, and there must be mechanisms for having them implemented - rewards and punishments, or rather the carrot and the stick. A certain amount of voluntary compliance or cooperation with standards can be expected - however, if there is to be any nation-wide system or program for libraries and information services, then a process of regulation or regularization must be put into practice very similar to that which went into a system of rail transport or radio broadcasting.

A certain amount of the problems which libraries have had in trying to utilize computers or telecommunications will be taken care of when the problems of setting and implementing standards are resolved. Certain remaining problems which impede maximum utilization of computers or telecommunications are more strictly education-related. There are still fairly few individuals who are expert in the areas of relating potential uses of computers and telecommunications with information services delivery, as well as other types of library services. For this reason education has to also be strong priority area for the implementation agency to focus on. This focus on education also relates directly to the support of research and development efforts, as well as strict evaluation of these efforts. Much existing research and development effort is very spotty - due to the funding vagaries of yearly budget appropriations and congressional whim. Some mechanism of assured, continued funding must be set up, also a program of attack on areas in which there is strong need for research and development must be developed. The program for research and development would set priority areas of need - but should be re-evaluated, and kept continously flexible to allow for the innovative or creative look at new problems or issue areas.

The diagram on p. 88 of the "National Program" is in many respects satisfactory in the designation of duties for which a responsible agency must be created. However, there are two important questions: First, does the coordination role specified carry any delegated authority to implement the coordination - or does this only give the responsibility. If the intent is to give both the authority and the responsibility, then the role of the responsible agency would have to be more than just a coordination role. There has to be some regulatory or enforcement power, similar to that which enables the FCC to operate at the levels it does in coordinating the different communications media - similarly involving both the public and the voluntary sectors.

Another point which should be made is that in the proposed functioning diagram there is no mention of relationships with sub-state regional groups. As previously mentioned, in the area of library and information services this has not been a very common phenomenon, however, for many other areas of national concern, e.g. air quality, water pollution, housing, and other areas, including health care, there has been a recognition of the importance of sub-state regional groupings, as well as sub-state regional groupings consisting of parts of different states. These types of regional groups exist all across the nation. They are guiding and coordinating, as well as assisting in the planning and implementation of many vital services, facilities, and functions.

It is only fair to say that the National Program for Library and Information Services should be at least as forward looking in its thinking as the programs which are designed for health and quality of life services. There are reasonable groupings within states, which also are recognized by those states. It is time for programmers or planners of library and information services to also recognize that some finer look at these services and the building of a national network has to be geared to sub-state regions. This is the only place where the true potential for implementing a Library and Information Services Program can be tapped for work toward a national effort.

As far as the State's role or responsibility in this national program, it is true that the major share of the cost of coordinating and supporting intra-state components of the network should be on the state. However, this assumes that a mechanism - a viable one - will be established to assure that the federal share of the cost of supporting a NATIONAL network will also be forthcoming on a regular or guaranteed basis. Some of this guaranteed support should assist the state or recognize within the State the existing sub-state regional cooperatives, and should provide funding to assist - although not wholly finance - these cooperatives. The same question has to be asked of the state's share of the cost of participating in multi-state planning operations. Cooperation and coordination can be costly and the aaurance should be present that there will be assured funding for the operation of multi-state cooperatives. This assured funding could be on a percentage matching basis - e.g. a 60% to 40% matching funding basis. Through this mechanism, if there were four states in a multi-state cooperative the most that this cooperation would cost would be in the range of 10 to 15% of the entire cost to be borne by each state.

In the Program there is a delineation of the differences between the functional roles of the Federal, State, and Private Sector agencies. Perusal of these distinctions show this reader that there are certain gaps. No where is there any recognition of the fact that there exist sub-state regional entities, or potential for the existence of such entities for more local planning toward a national network. This is also an important omission when one considers sub-state regions which are composed of parts of several states. Which state agency shall make plans or decide on funding to be shared by these cooperatives? The

The issue must be faced realistically. The perspective of the State is, and must continue to be, to look at the networking of the state as a whole, however, to assure cooperation and coordination, there is need for recognition and encouragement of smaller regions within or encompassing parts of several states.

Another issue is the role of implementation of standards. The recommended distinction in roles is quite weak. If the standards are to be developed by a federal agency, there should be an overall responsibility for implementation also. This is emphasized in the "Proposed Coordinated Federal Support to Implement the National Program". The proposal is that professional associations help develop the standards. Fine, the American Library Association is already doing a great deal of that. However, where is the implementation? The new 'responsible agency' should have the authority and the responsibility for implementing these standards. If it cannot do this it will be an unnecessary paper tiger.

I appreciate the opportunity given to react to the proposed program. I would also be very happy to answer any questions at the Hearing, if that is the wish of the Commission.

Jean-Anne South

State of New Jersey
DEPARTMENT OF INSTITUTIONS AND AGENCIES
SCHOOL DISTRICT
1901 NORTH OLDEN AVENUE EXTENSION
TRENTON, NEW JERSEY 08618

Dr. Daniel J. Sullivan
Superintendent of Schools

Administration
Phone: (609) 292-8690

Business Office
Phone: (609) 292-8610

April 22, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and Information Service
Suite 601
1717 "K" Street, N.W.
Washington, D.C. 20036

Dear Mr. Burkhardt:

We are writing in response to your letter of March 4, 1975. We have read the second revised draft of the National Program for Library and Information Services, and certainly concur with the proposals made therein "to eventually provide any individual in the U.S. with equal opportunity of access to that part of the total information resource which will satisfy his educational, working, cultural, and leisure-time needs and interests, regardless of the individual's location, social or physical condition, or level of intellectual achievement".

To help achieve this goal there are some additional suggestions which we wish to make regarding library and information services to residents of state institutions, but first a brief description of our School District. Ours is essentially a special education School District responsible for offering educational programs, vocation and academic, elementary through post-secondary, to all age groups which are resident in our State's institutions.

This grouping includes residents in schools for the retarded, correctional facilities, mental health facilities and children and youth requiring supervision and monitoring for a variety of reasons. The vast bulk of our client population read below the fifth (5th) grade level, are desirous of a vocationally oriented education, have poor self imagery which needs development and are in our care for periods of one to two years at a given time.

Therefore, our major goal is to offer high impact educational programs on an individual basis making education a receptive and desirous atmosphere. To us the library should functionally be an important focal point of the educational enterprise which is sought out by our client population. To this point we have created a library function in every correctional institution and intend to do the same in all other facilities. In order to accomplish this task, we see a library as an in-house informational center. It would offer not only printed

"The Garden State School District"

reference and resource materials, especially for school assignments, but also for non-print and mediated materials including those which are auditory, tactile, and visual. This is especially important when you realize that the major portion of our client population consists of individuals who have low reading ability levels, low scholastic attainments, are basically educationally disenchanted, have poor self-images, and belong to minority groups.

There is a paucity of such materials available. What is even more disheartening is that most of the materials available are viewed as demeaning.

A further need exists for financial support for media equipment, facilities and renovations and materials, and the establishment of inter-agency exchange services. The expiration of the Library Services and Construction Act further emphasizes the need for replacement and amplifying legislation especially attuned to continuous service, not just "seed money".

We trust that the needs and requests presented in this communication will receive your attention. As much as we recognize a viable need for an information system for the educated, when one recognizes that some 800,000 individuals are functioning at and have completed less than the seventh grade in this State, the importance of the requested services is readily apparent.

To amplify our position, we have enclosed a copy of the draft of Standards for Adult Correctional Institutions and copies of our proposals relating to library services to correctional institutions in the state. We would be pleased to cooperate with you in preparing a plan for implementing the commissions ideals for an institutionalized population.

Very truly yours,

Daniel J. Sullivan,
Superintendent of Schools

DJS:ald

State of New Jersey

STATE LIBRARY
DEPARTMENT OF EDUCATION
185 WEST STATE STREET P. O. BOX 1898
TRENTON, N. J. 08625

SCHOOL LIBRARIES

AND

A NATIONAL PROGRAM FOR LIBRARY AND INFORMATION SERVICES

I am Anne Voss, Coordinator of School and College Media Services in the New Jersey State Department of Education, Division of the State Library, Library Development Bureau. It is important to provide appropriate facilities for the student who is discovering how to locate material and information if we are to have adults who can utilize effectively a sophisticated information network.

In the most urbanized state in the Union, approximately 250,000 elementary school children are without a library/media center. At the most important time in their lives to learn the fundamental techniques of information retrieval and to develop life-long listening, viewing and reading habits, these children will wait until high school before they can have an accessible collection, the teachable moment for many will have passed.

Surveys have shown that the secondary schools vary tremendously. Data indicates that some high schools can provide 20 books per pupil; others have only 2 per pupil. How can a "thorough and efficient" education for every child be guaranteed with such inequities in facilities? Such facts were part of the evidence which resulted in a landmark court decision requiring a change in state financing of education in New Jersey.

If education is to have impact on improving the quality of life, there must be increased support at the federal, state and local level for school libraries.

Colleges and universities have a responsibility not only for providing information and developing sophisticated delivery systems, but participating in the training of professional and technical staff to service all phases of a national program. Federal and state support will be needed to finance and coordinate training programs.

In the design of a national program on libraries and information sciences, an essential element is the preparation of children and youth to become knowledgeable in the location of material which an improved network will provide. To develop this expertise is basically an educational program combining the skills of librarians, teachers and administrators. Library/media centers in every school will demand library/media specialists with good basic training and opportunity to up-date skills at any time.

Anne Voss
April 17, 1965

AV/ak

Testimony submitted by Mrs. Robert (Sue A.) Walker as requested by Mr. Frederick Burkhardt, Chairman, National Commission on Libraries and Information Science.

After reading the second draft of the proposed National Program for Library and Information Services, I must express concern about the obvious lack of understanding of the unique value school libraries/media centers offer to any national information network aimed at improving library service to the American people. If a systematic organization of information networks utilizing the newest technological advances is set up at levels exclusive of the school library level, I must conclude that this organization is being established for the communication elite who have a previous working knowledge, or at least a concept, of such resources. The average library consumer has had no successful experience in this realm and will not utilize these improved informational services made accessible to him at considerable expense. As a matter of fact, I am convinced that a cross-section survey of library users would show that the public is not using effectively the information sources and services available to them today. Please consider the suggestion that **your first responsibility** is to create a need on the part of the public for the improved services you are in the process of designing.

School libraries/media centers, adequately staffed and funded, can help meet this responsibility. No other level of librarianship serves such a large group of consumers on a daily basis, and no other level is asked to show as strict accountablity in training its users to utilize resources as well as making varied resources (print, nonprint, corresponding equipment) available to them. Furthermore, at no other level is the user or the professional more attuned to using various levels of library resources and to operating hardware associated with information gathering. School programs have not had widespread success in educating the majority of its clients to date mainly because they have not been adequately funded or staffed. As a result, there has not been enough human contact or enough varied resources (including technological resources) available to help this level of library consumers utilize information successfully to solve crucial problems during the formative years of schooling when future library usage patterns are being determined.

To me, it is essential that a national program of library and information service be structured upon the strong foundation of a library-oriented public. The base for developing such a clientele can only be the local school media program, the primary access point for a library consumer. If the time has arrived for a national information network, then the time has arrived to strengthen school programs to support this network. However, the NCLIS is weakening the very base the Commission needs to support its national program by failing to identify school programs as a priority library need. Eventually, funding from state or federal sources for needs not identified in this plan will be limited or nonexistent.

I suggest that the Commission explore the possibility of basing their proposed network on school programs designed to create a public educated to use such a system. Select a target school district in each state. Using federal, state, and local funding on a matching basis, provide ALA recommended staffing and resource levels, including access to technological information storage and retrieval. Tie this school district into target college, public, private, and special libraries. Develop a strict accountability contract with each of these target libraries to (1) develop programs consisting of behavioral objectives, corresponding activities, and evaluative procedures to assure their respective clientele be competent in the use of all resources and facilities available to them at these target libraries and (2) provide inservice activities to illustrate the concepts developed at the target libraries for other school district, college, public, private, and special libraries in the state. After ten years of such a program, closely monitored and continually evaluated and modified, there should emerge a consumer demand for the sophisticated type of national information network the Commission is proposing.

DEPARTMENT OF THE ARMY
UNITED STATES MILITARY ACADEMY
WEST POINT, NEW YORK 10996

MALI

April 18, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries &
   Information Science
Suite 601
1717 K Street, N.W.
Washington, D.C.   20036

Dear Sir:

This is in reference to your commission's forthcoming Mid-Atlantic States Regional Hearing when testimony on a number of substantive topics will be rendered.

My comments are offered to call attention to the ever widening gap between dream and reality in the area of library and information services. Notwithstanding the needed emphasis placed on adequate funding essential to overcome the current stagnation, the answer is truly not money alone. If it were the solution would be quite simple. The principal deterrents to library development lie in three major spheres.

1. The human/societal area.

2. The technological area.

3. The economic area.

Without going into lengthy details let me briefly outline some of the principal components which bear on the problem.

A. As for the human deterrent, other than psychological factors which intrude on the individual's learning ability you must add individual parochialisms of various communicators such as librarians and paraprofessionals engaged in the information processes. On the group level it would appear that within the context of the socio-historical development of libraries

AMERICAN REVOLUTION BICENTENNIAL 1776-1976 emphasis on the autonomous, that the individual community library development has retarded the overall growth of requisite library resources and services on the local level particularly in the smaller communities. We, as a nation, have still not overcome the small town library syndrome of the mid-19th century. ALA's post-World War II study of public libraries pointed out the lack of viability of units smaller than 37,500; yet here we are, 30 years later and an overwhelming number of library units are still in the horse and buggy stage and totally dependent on outside assistance. Individual communities' political alignments, which frequently subordinates the library to school districts and various boards, further creates an unhealthy climate for growth. Add to this a totally inadequate library tax base as part of the property levy.

B. In the technological area a major deterrent is not lack of research but lack of standardization as regards resources and equipment. A dramatic point in question is the total anarchy in the area of microforms, particularly in the format of fiche and in the field of reader-printer type of equipment. There can be no question that this proliferation and the ensuing mass confusion contributes enormously towards rapidly esculating costs to libraries who either have to buy or rent equipment. Moreover it becomes a tremendous problem in housing resources and in rendering adequate interpretive services in the light of the proliferation of formats. There are numerous other examples pertinent to the lack of standardization and interchangability in practically all areas of library machines and equipment.

C. The third principal deterrent undoubtedly is the economic factor. Examples are the catastrophic esculation in the costs of books and periodicals, principally in serials. Services including subscriptions to items such as the New York Times data bank, to cite a most recent instance, a most needed resource has become out of reach except to all but special corporate libraries.

These are major stumbling blocks which cannot be ignored before embarking on other remedial steps. There are no panaceas for resolving the problems of the country's libraries and information services without concomitant resolutions to above cited problem areas. The commission's conclusions as contained in its second draft, dated 15 September 1974, though valuable as diagnostic statements, are based on an apocalyptic hope that the nation collectively will turn to the problems of libraries and information needs.

I trust that we as a people and a nation will not have to be jarred into precipitate action by another Sputnik.

MALI
Mr. Frederick H. Burkhardt

April 18, 1975

Please accept my respect for the commission's efforts. I for one stand ready to offer my services.

Sincerely,

EGON WEISS
Librarian, USMA

LONG ISLAND
LIBRARY
RESOURCES
COUNCIL INC.

PHONE (516) 286-0400

BOX 31 · BELLPORT, NEW YORK 11713

January 23, 1975

Statement To

National Commission on Libraries and Information Science

This statement does not attempt to comment directly on the draft National Plan, but rather attempts to take up from that Plan and make some comments on implementation. The Plan itself is couched in general terms, its overall aims call for the development of programs which are certainly needed and lead us in the right direction. Concern at present, therefore, should be for the implementation of the plan rather than further refinement of the ways in which its basically sound suggestions are phrased.

These comments are based on experience in library development work and as a consortium director. The first aim in implementation should be to avoid the development of a new institution or bureacratic organization. Redirection or the development of existing institutions is often required, but this tends to avoid the creation of vested interests and encourages reaction to user needs. When it is necessary to assign tasks to an existing institution, build on strength. If there is a choice of institutions to which a given task may be assigned, select on the basis of strength in the area or in related area on which new services or responsibilites can be built.

This principle of building on strength is applicable also when the temptation arises to allow planning or coordinating organizations to take on operating or centralizing functions. The principle dictates that operating functions should always be assigned to institutions which are currently involved in the operation of programs.

Let me close then by specifically applying these suggestions to the kind of hierarchically structured system of networks proposed by the National Plan document. The office of the National Commission for Libraries and Information Science should remain small and its function should be limited to planning and the coordination of state or multistate programs. The Commission should not, for example, collect data on which its planning is based. Sufficient organizations now exist within the federal government for the collection of this data. Every effort should be made to strengthen these and not to duplicate them.

A 3R's Agency

NEW YORK STATE REFERENCE AND RESEARCH LIBRARY RESOURCES PROGRAM

Similarly State programs for the collection of data, the operation of the libraries and planning should be allowed to continue. We should resist the temptation to allow the National Commission to establish state or multistate data collection agencies in order to provide information needed in planning.

Many states have regional library programs equivalent to the New York State Reference and Research Resources Councils. These are for the most part planning rather than operational agencies. Because our past organization and library coordination have often been on the type of library basis, some states may lack the planning mechanism adaptable to coordinating libraries of all types. It may be necessary, therefore, in the implementation of the National Plan, to develop planning organizations for cohesive regions. It is important, however, that in encouraging the development of coordinating councils of this kind their functions be limited to those of planning and coordination. Programs developed under their aegis should be operated on their behalf and with their encouragement.

I appreciate the opportunity offered by the commission of submitting these comments. It would, of course, be a privledge to expand further on them or answer any questions they may stimulate.

Prepared by:

David Wilder

David Wilder, Director
Long Island Library Resources Council

DW/rc

Mercer County Library

MARTIN P. WINAR, DIRECTOR

LIBRARY COMMISSION
DR. SANDFORD S. COLE
MRS. MYRTLE COXON
MRS. ELEANOR DEARBORN
ROBERT J. LAU
MRS. FRANCES H. PANE

BUSINESS OFFICE
25 SCOTCH ROAD
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May 20, 1975

Proposal to the National Commission on Libraries & Information Science

Public Libraries have existed for well over 100 years, yet these same libraries have not achieved the potential of impact their founders believed they would.

With this dubious record it is no wonder that we have present confusion about where the federal money would do the most good.

We believe innovative programming in public libraries is vital in attracting patrons to libraries because it serves as a means for introducing the many information and recreational services available to the taxpayer.

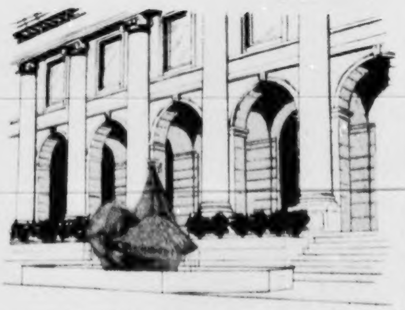
My first proposal for the effective use of federal money would be to establish a creativity grant of $1000,00 to every library serving populations of 10,000 to 49,000 and $1500.00 to every library serving populations of 50,000 to 100,000. This money would be used to pay for programs tailored to the libraries' community. The recipient library would be required to report on how the money was spent and the data thus received would be published so that an "idea volume" could be developed.

Secondly, I would like to see federal money used to develop a core of library program specialists. These people would have the responsibility to develop programs of interest to the library community. They would be trained in the skills of communicating, human psychology and business merchandising. Every library serving a population of 50,000 or more would be requested to have one on the staff. Under this proposal, money would go to library schools to alter their curriculum to accomplish these goals.

Lastly, I would like to see a federal salary guarantee whereby a national salary level for librarians would be established and a federal subsidy making up the difference between the local hiring rate and the national average be implemented. Such action would help libraries in the cities and the rural areas attract and hold top quality library school graduates.

Martin P. Winar
Director of Mercer County Library

As testimony given at hearings in Philadelphia, Sheraton Hotel, May 21, 1975 by Marion F. Gallivan, Asst. Director, representing M.P.Winar, Director.



123 Capitol Street, Charleston, West Virginia 25301 Telephone 343-4646 Area Code 304

KANAWHA COUNTY PUBLIC LIBRARY

April 18, 1975

Mr. Frederick H. Burkhardt, Chairman
National Commission on Libraries and
Information Science
Suite 601
1717 K Street, N. W.
Washington, D. C. 20036

Dear Mr. Burkhardt:

Almost anything I have to say will be a repetition of previous testimony. However, in the initial development phase of NCLIS, I have several concerns that I feel can not be over-emphasized.

The first objective of NCLIS is to "ensure the basic minimum of library and information services adequate to meet the needs of all local communities are satisfied". I am deeply concerned that a highly sophisticated electronic network of information resources will, at this time, do little to meet this objective. Few, if any, small or medium sized libraries are in a position to purchase the technology necessary to become an operative part of such a system. The following are what I consider essential primary tasks if this project is to be responsive to local needs.

A network such as the one proposed under present conditions of the profession will chiefly benefit the larger libraries and research centers. In order for NCLIS to succeed, I feel it is essential that a "partnership" be established in which libraries at every level not only commit their resources, but also play an active role in network operations. It is an essential of "partnership" that every party have not only something to gain, but something to give. Unless the thrust of NCLIS for several years is toward the raising of local libraries technology levels, we the medium and small sized libraries have little to offer and run the risk of becoming silent "second-class partners".

To achieve "full partnership" will require a massive effort to provide the technology now lacking in small libraries. It is not possible or economical for every small or medium sized library to purchase its own computer. Shared time seems to be the solution. However, most states are not now in a position financially to supply the machinery for local libraries to share. Funds will have to be supplied at the federal level, if anything is to be accomplished in the near future.

Recently in Maryland the MALCAP project to provide centralized machine accessible cataloging on a regional basis was turned down by both the Maryland Budget Department and the Maryland Council for Higher Education. Funds were not available. This type of project has been proved successful by the OCLC. Without strong guidelines defining and coordinating regional efforts on a national scale to encourage financially pressed state legislatures there seems little chance of interesting them in information networks.

It is essential that the Library of Congress be declared a National Library. I also feel it is essential that regional centers, much like the present regional branch system of the National Archives, be established. It is too much to ask even the Library of Congress to be a resource center for every library in the country. "Mini-LCs" built regionally could solve this problem and provide the resource base needed for adequate service to local communities. The Library of Congress at Washington would then function as a "source of last resort".

Although money is important, it is not everything. "Partnership" expects a willingness to cooperate. Strong federal guidelines can help force "cooperation", but certainly can not substitute for a real willingness. Education of both librarians and the public seems to be a vital requirement for the success of NCLIS.

In summary, NCLIS to succeed must be willing to spend its effort for perhaps several years raising the level of local library technology by contributing financial and administrative support to regional projects. It must do this to accomplish a real "partnership". A "partnership" in which all parties are aware, educated and willing participants.

Sincerely yours,

Nicholas Winowich

Nicholas Winowich, President
Middle Atlantic Regional
Library Federation

NW:bh